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## **Annual Work Plan August 11, 2005 – September 30, 2006 Final**

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## **ACRONYMS**

ACOR	American Center for Oriental Research
ALC	American Language Center
AMIR	Achievement of Market-Friendly Initiatives and Results
APS	Annual Program Statement
ASEZ	Aqaba Special Economic Zone
ASEZA	Aqaba Special Economic Zone Authority
BDS	Business Development Services
CBO	Community Based Organizations
COE	Centers of Excellence
DCA	Development Credit Authority
DOA	Department of Antiquities
EMS	Environmental Management Systems
EPC	Executive Privatization Commission
ERADA	Enhanced Productivity Centers Program
GBTI	General Business, Trade, and Investment
GDA	Global Development Alliance
GDP	Gross Domestic Product
GOJ	Government of Jordan
ICOMOS	International Council on Monument Sites
IQC	Indefinite Quantity Contract
JARA	Jebel Amman Residents Association
JAU	Jordan Applied University
JHA	Jordan Hotel Association
JHPA	Jordan Handicraft Producers Association
JHTEC	Jordan Hospitality and Tourism Education Company
JITOA	Jordan Inbound Tour Operators Association
JOHUD	Jordan Hashemite Fund for Development
JRA	Jordan Restaurant Association
JRF	Jordan River Foundation
JSTTA	Jordan Society for Tour and Travel Agents
JTB	Jordan Tourism Board
JTGA	Jordan Tour Guides Association
JUSBP	Jordan US Business Partner
LOE	Level of Effort
M&E	Monitoring and Evaluation
MICE	Meetings, Incentives, Conferences, and Events
MM&E	Management, Monitoring, and Evaluation System
MOTA	Ministry of Tourism and Antiquities
MOU	Memorandum of Understanding
MSME	Medium and Small Micro Enterprises
NGO	Non-Governmental Organization
NTA	National Tourism Administration
NTC	National Tourism Council
NTO	National Tourism Organizations

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NTS	National Tourism Strategy
ODP	Organizational Development Plan
ODT	Organizational Development Team
PMP	Performance Monitoring Plan
PNT	Petra National Trust
PPP	Private-Public-Partnership
PRA	Participatory Rapid Appraisal
PSP	Private Sector Participation
PTRC	Public Transport Regulatory Commission
RFA	Request for Applications
RFP	Request for Proposals
RSCN	Royal Society for the Conservation of Nature
SAF	Special Activities Fund
SAVE	Scientific Academic Volunteer and Education
SSC	Strategy Steering Committee
SWOT	Strengths, Weaknesses, Opportunities, Threats
TDC	Tourism Development Corporation
TOR	Terms of Reference
TSA	Tourism Satellite Accounts
USAID	United States Agency for International Development
VTC	Vocational Training Center
WTO	World Tourism Organization

## A. INTRODUCTION

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This document presents the Year 1 Work Plan for the Jordan Tourism Development Project (SIYAHA), implemented by Chemonics International. The project was awarded under the General Business, Trade, and Investment (GBTI) indefinite quantity contract (IQC) Task Order Contract No. PCE-I-21-98-00015-00. SIYAHA supports USAID's Strategic Objective 10: *Improved Economic Opportunities for Jordanians*.

The goal of SIYAHA is to promote Jordan's competitiveness as an international tourism destination by establishing the proper institutional and regulatory framework that enables private-sector driven investment and development, and stimulates tourism growth while preserving national tourism assets and the overall environment. The program will also design a robust financial framework to encourage private investment, catalyze the development of comprehensive products and services across the tourism value chain, increase awareness among Jordanians about the importance of the sector in the economy, and position the industry as the employer of choice.

The objectives of the program are two-fold:

- 1) Ensure institutions and policies are in place which will facilitate the implementation and embedding of the National Tourism Strategy (NTS).
- 2) Promote sustainable tourism projects, which involve private-sector resources and participation by local communities, local and international non-governmental organizations (NGOs), and business associations, among others, that serve as replicable models of sustainability and best practices.

The above is based on supporting activities across the tourism value chain in order to create an efficient and high-yielding tourism economy. The collective implementation of these activities will lead to economic growth by:

- Lengthening the stay of tourists through a more diverse set of destinations, attractions, and events.
- Facilitating the development of specific products targeted to niche markets.
- Supporting the development of authentic Jordanian tourism experiences and products.
- Facilitating the phasing-in of marketing, branding, and positioning of products based on supply-side capacities and product readiness.
- Enabling Jordan's tourism sector to provide a total destination experience for all visitors.

## **B. BACKGROUND**

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In true partnership between the Government of Jordan (GOJ) and the private sector, the 2004-2010 NTS was created by more than 100 industry leaders, public sector representatives, and non-governmental institutions with the mission to “expand employment, entrepreneurial opportunity, social benefits, industry profits, and state revenue” on a sustainable basis. Following GOJ adoption of the strategy and its launch by His Majesty King Abdullah II at the World Economic Forum, the Ministry of Tourism and Antiquities (MOTA) is building on this momentum and focusing on moving Jordan’s tourism strategy from vision to implementation.

Tourism has emerged as a key economic driver in the Middle East, including Jordan. Tourism is Jordan’s largest productive sector and the second largest net contributor to foreign exchange, surpassed only by worker remittances. It is also an important employer of Jordanians and is an industry whose growth is labor-intensive. This is particularly crucial for Jordan, as the country needs 55,000 new jobs annually just to maintain the already high unemployment rate. Additionally, no sector diffuses economic benefits throughout the country as tourism does, due to the movement of economic activity by tourists in the various governorates and diverse purchasing habits of visitors that benefit major investors as well as micro-entrepreneurs. The NTS set ambitious goals in terms of tourist arrivals, extended length of stay and increased spending per tourist. This has emerged from recognition of the power of tourism to transform the economy, rapidly increase employment, enterprise growth and incomes, and generate needed revenue for the government.

### **Strengths of Jordan’s Tourism Product**

Jordan boasts many unique tourism assets with global recognition such as Petra, Wadi Rum, and the Dead Sea. It has thousands of archaeological sites with more being discovered, earning it the title “Open Museum.” Its archaeological treasures are credited to many civilizations, and spread throughout the Kingdom. Jordan’s cultural heritage is a major strength, offering tourists an interesting blend of history, rural, and Bedouin cultures. It is also considered the regional leader in ecotourism, and has several natural hot springs with physical wellness benefits. Religious treasures are of paramount spiritual significance for Christians, Muslims (both Sunni and Shiite), as well as Jews.

### **Positive Developments in the Tourism Industry**

With USAID, the past three years have produced a clear direction for the future development of the industry that is shared by both the public and private sectors. Equally significant is the level of trust and true partnership that have recently emerged between MOTA and the private sector. Active work groups have been developed and currently working to implement the four pillars of the NTS: product development and competitiveness; marketing; human resources development; and, institutional and regulatory reform.

At no time in the past has the private sector been more enthusiastic and energized for action. Large tourism projects worth several hundred million dollars have recently been

announced. The Aqaba Special Economic Zone (ASEZ) is rapidly developing, and tourism occupies a significant share of its development plan and international promotion budget. On the policy front, the GOJ has sent an important signal of a new recognition of the power of tourism in economic growth by allocating \$177 million for tourism marketing for the years 2004-2010. As part of the endorsement of the NTS, the Cabinet of Ministers had approved the principle of private sector management of public assets. Additionally, as a result of the championing of the Minister of Tourism and Antiquities, Dr. Alia Bouran, the private sector is truly sharing public policy making with GOJ for the first time in the history of the Kingdom through the Strategy Steering Committee (SSC). The SSC is the only committee of its kind in Jordan where the Minister is a member and a private sector representative is the chair.

### **Industry Challenges**

Despite many steps forward, Jordan's tourism sector remains vulnerable to the regional and international political environment. And in spite of the strength and depth of Jordan's tourism assets, the industry has consistently and severely underperformed its potential. Over the ten year period from 1994 – 2003, tourism revenues experienced sharp and frequent ups and downs, and the real annual growth rate was only 1.1%.

### *Policy-Level Challenges*

By the year 2010, the ambitious tourism promotion budget increases will still total less than what Cyprus spent promoting its tourism twelve years earlier. Today, the GOJ cannot accurately estimate the size or the impact of tourism revenue on the economy due to poor data gathering and economic estimation. Published tourist arrival numbers are recognized by industry as well as MOTA officials as requiring enhancement, and coordination between the various sources of statistical data is weak. The Department of Antiquities (DOA) lacks capacity to undertake its role as the custodian of archaeological sites, has insufficient budget and staffing, and undertakes roles better suited for other entities in the area of tourism site presentation to the public. In the bigger picture, intra public-sector coordination is insufficient and industry is regulated inefficiently by several ministries. The role of MOTA itself is weak. Overall tourism development authority is spread among many entities such as the Petra National Authority, Higher Council for the Baptism Site, Jordan Valley Authority, and the Aqaba Special Economic Zone Authority (ASEZA). And in spite of the contribution of tourism to gross domestic product (GDP), the Minister of Tourism is not a member of the Cabinet of Ministers economic team.

### *Industry Competitiveness Challenges*

The Jordan Tourism Board (JTB) remains under-resourced and must improve its effectiveness in order to market Jordan effectively or deal with political or other crises. With nearly two-thirds of hospitality sector employees lacking industry qualifications, the country lacks a coherent and well-functioning human resources development capacity. Jordan's tourism assets are poorly serviced and the tourism product is quite weak in presentation and interpretation. Locals, as well as enterprises, experience only limited benefits from tourism due to a tour operator network that requires skill development, and weak tourist spending resulting from a dearth in spending opportunities and lack of locally produced crafts. Tourism transport is a problem both locally due to the presence

of the tourist bus oligopoly, and internationally with insufficient air access capacity into Jordan. Major hotel development is clustered around Amman, allowing only short day trips to most Jordanian destinations in the north and center regions, thus reducing the opportunity for spending and leading to short stay in country. While tourism is the largest net contributor to the balance of payments, it is not treated as an export industry, and much of imported factors of production are subjected to customs duty. The growth of small and medium enterprises is thwarted in part by lack of access to capital and by the reality that Jordan has not fared well in comparison with regional leaders, especially in business licensing. Obstacles of business licensing include the number of procedures, complexity of the process, and time for licensing. Banks have been reluctant to lend to tourism industry enterprises and business owners lack the skills to seek lending from banks. Intra-sector collaboration is also weak.



## **C. PROJECT ORGANIZATION AND COMPONENT FOCUS**

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To achieve the goals of SIYAHA, the project will be implemented through the following five components as reflected in the project proposal:

1. Institutional and Sector Reform
2. Product and Site Development
3. Industry Competitiveness
4. Human Resources and Sector Support
5. Program Support

Activities under each component are organized under specific subcomponents to allow for efficient management and reflect the target group of beneficiaries, nature of support, and synergies required.

### **Component 1 – Institutional and Sector Reform**

The goal of this component is to strengthen the capacity of MOTA in managing and regulating the tourism industry according to international best practice. SIYAHA will strengthen the public-private partnership in tourism development, and will create Centers of Excellence (COE) in MOTA, DOA, the JTB, and key partner institutions. The project will also support the development of the DOA by enhancing its capacity, developing a strategy for the management of the historic sites and the environment and seek better GOJ support for its operations.

Activities under this component are organized into two primary areas:

- a) Strengthening institutional reform
- b) Improving legal and regulatory reform

### **Component 2 – Product and Site Development**

The goal of this component is to develop competitive tourism destinations in Jordan, improve availability and attractiveness of tourism products, improve site management and strengthen tourism marketing. The project will support public-private partnerships for effective tourism product development and a private sector model for site management. The product and site development component will also spur the growth of community-based tourism enterprises.

Activities under this component are organized into three primary areas:

- a) Developing competitive destinations
- b) Establishing a private-sector management focus
- c) Strengthening tourism marketing

### **Component 3 – Industry Competitiveness**

The industry competitiveness component aims to strengthen private-sector competitiveness and growth to capture a larger share of the global tourism market. The

project will provide assistance to enterprises through business development service providers; provide financial and strategic planning assistance along with public policy advocacy support to industry associations; and, mobilize capital through lending institutions and private sector investors for industry growth.

Activities under this component are organized along three focal areas:

- a) Strengthening enterprise development
- b) Improving business associations
- c) Integrating innovative financial services and increasing private-sector investment

#### **Component 4 – Human Resources and Sector Support**

This component will work to expand the qualified human resources pool for the tourism industry, improve service quality of tourism sector establishments, and generate public-private sector support for tourism as an important economic driver and the employer of choice. The project will help create a Council for Tourism Human Resources Development; launch a Service Excellence Award; implement a national public awareness campaign; and, improve MOTA and private sector quality and certification inspections and grading systems.

Activities under this component are organized into four main areas:

- a) Developing human resources in tourism
- b) Improving quality assurance
- c) Augmenting tourism sector's research capacity
- d) Creating awareness in Jordan

#### **Component 5 – Program Support**

The Program Support Component provides administrative financial support to the four technical components above in addition to overall task order management from the field office in collaboration with the Washington, DC based home office.

Activities under this component are organized along four areas of focus:

- a) Administering the grants and strategic activities fund (SAF)
- b) Training and communication
- c) Monitoring, evaluation, and reporting
- d) Administering the project, accounting, training and events

#### **Guiding Principles**

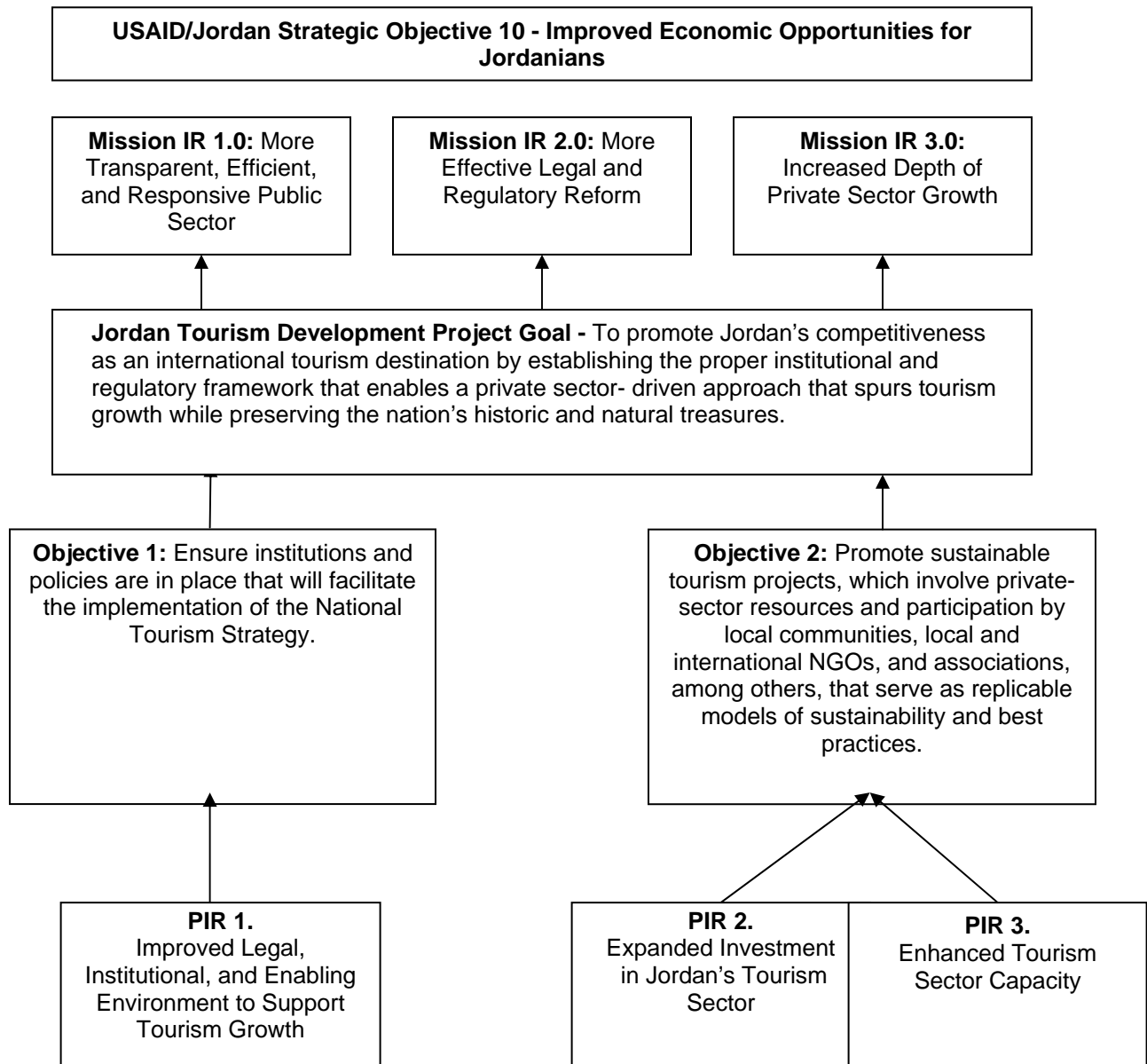
This work plan has been developed with adherence to the following guiding principles:

- Ensuring sustainability of the environment, archeology and the industry
- Conserving and preserving the archaeological assets and the environment
- Increasing employment in Jordan
- Spurring the growth of tourism-based enterprises

## Annual Work Plan

- Expanding women's participation in the economy
- Maximizing economic growth outside Amman
- Maximizing local community participation and benefits
- Embedding excellence in government services
- Strengthening public-private partnership in policymaking
- Engaging the private sector in managing public tourism assets
- Achieving synergies with other donor-supported activities
- Mobilizing non-USAID resources to expand project impacts

## D. RESULTS FRAMEWORK MATRIX



## **E. INSTITUTIONAL AND SECTOR REFORM COMPONENT**

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### **INTRODUCTION**

The goal of the Institutional and Sector Reform Component is to create an enabling environment for the rapid growth of tourism by strengthening the capacity of MOTA and other key public sector counterparts as well as strengthening the public policy framework for tourism. This is to be supported by a strong institutional framework based on the principle of public-private partnership.

### **SPECIFIC ACTIVITIES**

#### **1200 Reforming and Strengthening the Institutional Framework for Tourism**

A healthy sector governance environment based on an effective institutional framework is critical for the achievement of economic, social, and environmentally sound development goals of tourism. Aspects of such good sector governance include effective institutions that allow for horizontal and vertical coordination in addition to stakeholder participation; a coherent set of policies and regulations addressing tourism issues holistically; and, institutionalized partnerships made between the various government institutions, the private sector, and civil society.

##### ***1210 Effective Governance***

In order to meet the NTS goals, MOTA's mandate to ensure effective implementation of tourism plans needs to be asserted and achieved, so as to allow for effectual public-public and public-private sector partnerships, and to provide an enabling environment for aggressive tourism growth. Accordingly, SIYAHA will work with MOTA, public sector entities, the private sector, and NGOs to organize major tourism development functions based on international best practices.

##### ***1210.1 Institutional Framework for Governance of Tourism***

An assessment of the current institutional framework of tourism will be carried out towards the end of 2005. This will involve mapping out the roles and functions of the various institutions and identifying institutional overlaps as well as any potential gaps in governance. Areas to be examined include: the framework for tourism planning, heritage governance, tourism investment promotion, and site management and development. The roles of the National Tourism Council, Strategy Steering Committee, tourism committee, and authorities of MOTA and related agencies (including regional authorities) will also be examined. As a result, recommendations will be made to identify an effective governance model for tourism that would streamline roles based on international best practice. Recommendations will identify a road map for the implementation of the revised model of the institutional framework for tourism development, including any required amendments of the legal and regulatory framework to support the new model.

Two workshops will be organized in the beginning of 2006 to gain agreement on the proposed governance model by the key stakeholders.

*1210.2 Support to National Tourism Council*

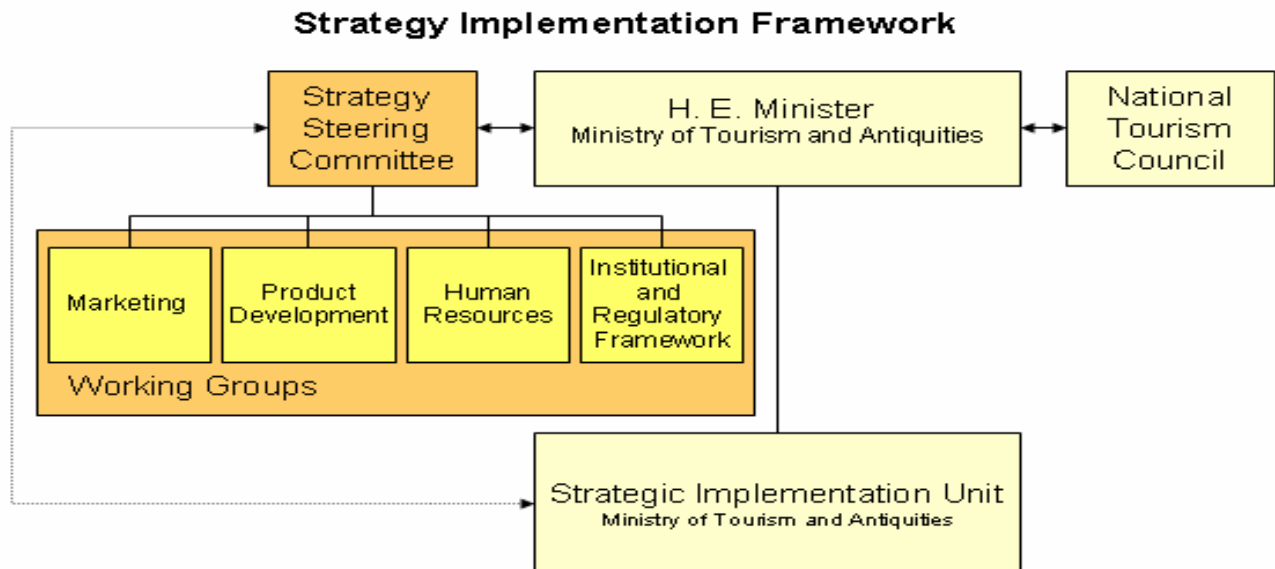
SIYAHA will work to re-engage and energize the National Tourism Council (NTC) to carry out its redefined scope based on a best practice of an institutional framework for governance for effective and institutionalized intra-governmental coordination, in the first quarter of 2006. Operational procedures will be set to identify a reporting system to follow up on the responsibilities of the various ministries as identified in the Strategy Implementation Action Plans, and also, to formalize coordination among the National Tourism Council and the Strategy Steering Committee. A training workshop for the National Tourism Council will be held to gain consensus on redefined scope, strategy monitoring, as well as public policy advocacy.

***1220 Strengthen Policymaking through Public-Private Collaboration***

The tourism sector has been a pioneer in setting the example of public-private collaboration and identifying the role of the private sector in strategy setting. SIYAHA will continue to strengthen the private sector-lead policy making paradigm in tourism.

*1220.1 Strengthen the Strategy Development and Implementation Framework*

The NTS acknowledges the responsibility and obligation of both public and private sectors to work together toward improving the competitiveness of the tourism sector. Therefore, the implementation framework adopted, identified in the chart below, relies heavily on public-private coordination and the participation of private sector representatives in the SSC and working groups.



*1220.1.1 Support of Strategy Steering Committee*

The SSC is composed of leaders from the public and private sector and constitute the forum for private sector participation in public policy development. The SSC has had an

active role in providing overall guidance to the working groups, and serves as the national advocate for immediate implementation of the output of the working teams. The Institutional and Sector Reform Component will be coordinating closely with the SSC and will support the organization and facilitation of regular SSC meetings. SIYAHA will also ensure that the Legal and Regulatory Working Group, consisting of members of industry leaders and representatives from public and private sector institutions, and led by a private sector member, will be involved in identification and prioritization of policy and regulatory needs.

*1220.1.2 Strategy Facilitation and Coordination*

*Enhancing Public-Private Dialogue: the 4<sup>th</sup> Executive Series Event:* The successful implementation of the NTS relies, among other things, on the ownership of the strategy from the pertinent stakeholders and involvement of all. SIYAHA will continue to support the organization of the Jordan National Tourism Strategy Executive Series, a bi-monthly breakfast meeting whereby the tourism industry can interact directly with the decision-makers to support coordination and partnership principles between private- and public-sector stakeholders. Three Executive Series events were held as of April 2005, each having a theme related to each of the NTS pillars: product development, human resources development, and public-private partnerships in tourism marketing and promotion. The 4<sup>th</sup> Executive Series will be held in the first quarter of 2006 under the theme of “Organizational Excellence in Tourism.”

*Design and Print Arabic National Tourism Strategy:* SIYAHA will support the design and printing of the NTS in Arabic, which is critical to ensure ownership of the strategy by the staff of MOTA and the DOA, as well as other public sector entities, and the various local communities. Language has been previously an issue in communicating the NTS as widely as it needs to be. This will be completed by the end of the fourth quarter of 2005.

*1230 Strengthening Institutional Capacity through Centers of Excellence*

This section includes tasks that assist organizations to understand and embrace international best-practices in government, which dictate that a government should be citizen-centered, results-focused, and transparent. The COE program then guides multiple employee-led teams through reforms and empowers employees to strengthen the institutions in which they work. This is done by improving communication among the numerous bodies and units in the Jordanian tourism sector that participate in implementing the NTS. Activities in this year will focus mainly on the transformation of the MOTA, DOA, JTB, Jordan Applied University (JAU), and the Royal Society for the Conservation of Nature (RSCN) into centers of excellence.

*1230.1 Strategy Plan Facilitation and Coordination*

Activities related to this part of the COEs will focus mainly on assisting participating organizations to institutionalize the process through which they plan and monitor progress during the upcoming months. For an institution to become a certified Center of Excellence, it must have a clear understanding of its goals and objectives. In an effort to ensure that each partner organization clearly understands its vision, mission, and objectives, during this phase SIYAHA will support project partners to adopt a results-focused, citizen-centered, and transparent strategic planning framework..

Strong strategic planning, with specific and measurable goals, is a fundamental building block for organizational success. The project team will work with partner organizations to review (and in some cases define) core functions, match up roles and responsibilities of directorates and sub-groups, and institutionalize ongoing strategic analysis and benchmarking.

Upon completing the partner's individual strategic plans, SIYAHA will support participating COE partners in ensuring full alignment of their individual strategic plans with the NTS.

#### *1230.2 Five-Star Criterion Benchmark Assessments*

At the onset of the COE program, and upon gaining the leadership's buy-in, SIYAHA will guide each partner organization in establishing a formal internal organizational development team (ODT). This involves recruiting persons from the organization to commit up to 20% of their time to program initiatives. To ensure adequate availability, ODT members would need to have the full support of their organization's leadership and the individuals to whom they report. Teams will generally consist of a small, manageable group of five to seven individuals with relevant specializations.

The program team, in collaboration with the relevant organizational development team members of each institution, will use the COEs organizational assessment tool to conduct an assessment of each partner organization. Five criteria are employed by the project's expert assessors and ODT team to use as benchmarks in the institution's transformation into a center of excellence. These criteria are:

- Leadership
- People
- Knowledge
- Processes
- Finances

This analysis gauges the institution's standing against recognized standards of international best practice in each of the five COE criteria. SIYAHA will deliver this report to the ODT and each organization's leadership. The reports will not be made public. SIYAHA will then coach each ODT on how to best use this diagnostic to identify strengths and weaknesses of the organization, and to begin conceptualizing and implementing initiatives to address areas in need of improvement.

#### *1230.3 Shared-Constraints Identification*

The COE program leverages resources by working with multiple organizations simultaneously and by causing support to flow to the organizations that utilize it most effectively. Upon completing the organizational benchmark assessments, the COE program will sponsor technical forums to bring together individual team members from different partner organizations responsible for similar roles. These workshops will teach participants the tools and mechanisms for achieving COE certification (the international



best practice standard) in specific criteria. By bringing different organizations together, these sessions also lay the groundwork for future collaboration, networking, and the cross-fertilization of ideas and strategies.

#### *1230.4 Shared Constraints Follow-through*

The COE shared constraints follow-through phase is the longest stage of the program, as ODTs meet regularly to devise and implement strategies for achieving COE certification. Throughout this period, ODTs receive active support from program management and technical experts to address areas identified as priority needs. Teams are encouraged to continually evaluate and innovate their approach and identify further courses of action. Teams link resources to objectives in a manner that reflects prioritized choices, initially focusing on high-impact, low-cost interventions. Through an iterative process involving organizational leadership and management, team members carry out necessary activities and assessments to achieve a culture of excellence within their institution; the primary objective of the COE program.

#### *1230.5 Capacity Building Program*

The COE capacity building program will be an on-going activity that focuses on training partner organization's personnel on international best practices in new public management schemes. The training programs are designed to foster a better understanding of the COE criteria, while at the same time building the capacity of participants in the subject areas to ensure sustainability of implementing reform initiatives after the conclusion of the COE program.

#### *1230.6 COE Guidebook Production*

The Center of Excellence Guidebook will be updated, translated into Arabic, and printed so as to make accessible to the participating organizations.

#### *1231 Develop DOA Strategy for Management of the Historic Environment*

The DOA plays a key role in the conservation and preservation of Jordan's unique national historic assets and antiquities. It can only successfully achieve that in an appropriate institutional context and with the appropriate financial resources, staffing, and skills, that empower its capabilities to deliver on its mission. To that end, SIYAHA will work in close partnership with the DOA and other stakeholders to develop, by mid 2006, a strategy for management of the historic environment for DOA that is fully aligned with the NTS, as well as international best practices in the tourism and heritage industry.

Work on development of the DOA strategy for management of the historic environment will be divided into three phases to follow on from the first phase, which was carried out under the Achievement of Market Friendly Initiatives and Results (AMIR) program. The end result of this was a study entitled "Assessment of Department of Antiquities and Proposals for a New Strategic Framework." The second phase will focus on advancing the proposed framework and refining it with DOA and other stakeholders' input. SIYAHA will work on achieving consensus by policy-makers on clarified roles and functions of the DOA. The third phase is the adoption of DOA strategy for management of the historic environment, and the fourth phase focuses on the development and

implementation of the capacity building plan of DOA. In carrying out all phases, SIYAHA will hold a series of consultative stakeholder meetings and hold a two-day retreat workshop for the DOA team and other main stakeholders to conduct teambuilding exercises and to achieve agreement on the definition of future vision. Regulatory and legal revisions required to support the revised roles and functions in heritage management will be identified and drafted.

As part of the capacity building program, SIYAHA will conduct two training programs for the DOA team as identified in the prioritized capacity building plan, as well as organizing a study tour for the DOA management team and other stakeholders to demonstrate international best practice in heritage management and adaptive reuse of sites. Two potential destinations for the study tour are Ireland and Spain.

### ***1240 Embedding Improved Business Processes***

#### ***1240.1 Streamline Licensing Processes for Tourism Professions***

The National Strategy Implementation Action Plans identify the need to streamline licensing procedures by introducing rationale and transparent licensing requirements in particular the municipal role and facilitation of license renewal. Towards that end, SIYAHA will work with the AMIR program to apply Investment Law No. 68 to MOTA's licensing process using a pilot project approach. Investment Law No. 68 establishes innovative principles and requires a change in both expectations and processes in the areas of (1) sectoral licenses, (2) business registration, (3) prior approvals, (4) prior licenses, and (5) general licenses. Upon finalization of the diagnostic assessment of MOTA's licensing procedure, SIYAHA will work with the Professions Directorate in MOTA to redesign the licensing procedure of one profession (hotels or restaurants) during the first quarter of 2006. This will remove obstacles, streamline procedures, and clarify roles of the entities involved in issuing pre-approvals and licenses to enterprises (e.g. Civil Defense, Ministry of Health, and others as relevant). Legal amendments required to support the streamlined licensing procedure will be drafted, in addition to negotiation and drafting of memoranda of understanding between MOTA and other organizations involved in the licensing process. The new system will be presented in a workshop to key stakeholders.

### **1300 Legal and Regulatory Reform**

Tourism is primarily the domain of the private sector, but it cannot succeed without the leadership and support of government and the public sector. As in any economic sector, the regulatory and legislative environment plays an important role in the development, growth, and structure of the tourism industry. In parallel to the efforts carried out under the SIYAHA on the institutional framework and effective governance of the tourism sector, the project will support the development of a regulatory framework that provides an enabling environment for aggressive tourism growth.

#### ***1310 Annual Regulatory Assessment and Strategy***

For Year 1 of the project, an assessment of the priority needs for regulatory and policy reform across the project will be outlined as the basis for any legal and regulatory reform

to take place. Priorities, specific tasks, and scheduling of the priority reform areas will be proposed. This exercise will be repeated on an annual basis.

Some policy issues to be addressed in Year 1 include:

- Competition barriers in transport (tourism transport by-law)
- Private sector participation of public assets
- HR Council establishment
- Product Development Corporation establishment
- Tourism Law update
- Review of Antiquities Law
- 1320 Modernize Tourism Law and Secure Buy-in

Tourism Law #20 needs to be updated to reflect and accommodate for the new strategic directions identified within the NTS and to redefine MOTA's mandate with respect to roles established by the World Tourism Organization (WTO) (as set out in the WTO's Report on the role of National Tourism Administrations (NTA) and National Tourism Organisations (NTO)). The process of updating the Tourism Law will involve three phases, characterized by heavy stakeholder participation:

- *Phase 1- Identification and Agreement on Policy Issues:* In the first quarter of 2006, the outline, scope of coverage, and areas of policy, regulatory, and institutional issues to be resolved will be identified by SIYAHA's legal subcontractor. Two multi-stakeholder focus groups will be organized to address and discuss the issues pertinent to the draft law. Issues to be addressed include the legal framework for tourism planning, role of National Tourism Council (NTC), role of tourism committee, authorities of MOTA and related agencies, in addition to other relevant issues such as industry regulation, incentives, tourist rights, health and safety, etc. Recommendations identified as part of the revised institutional tourism framework will be addressed as well.
- *Phase 2- Development of Draft Law based on International Best Practice:* This will take place in the second quarter of 2006. This will be carried out by close consultation of a task force to be set up comprising of MOTA (legal and technical teams), and representatives of both the legal and regulatory work groups.
- *Final Draft Agreement:* A series of meetings will be held with H.E. the Minister, the Secretary General, and others as deemed necessary by the Minister, to review and approve the Tourism Law. Once consensus is gained, the revised the Tourism Law will be submitted as appropriate.

### ***1330 Liberalize Ground Tourism Transport***

The Institutional and Regulatory Implementation Action Plan identifies the need to evaluate transport competitiveness, including liberalizing tourism transport activities while maintaining quality, safety, and public interest and review transfer authorities to PTRC. SIYAHA will follow on the preliminary assessment carried out under the AMIR program which documented the current structure of the tourism transportation sector in Jordan in 2005 and an overview of some barriers. By the end of this year, the preliminary assessment will be further developed so as to recommends an action plan to remove

barriers in current legislative and institutional framework and identify opportunities for new transportation products in order to meet the challenges in 2010 under the NTS. Based on the assessment, the Tourism Transport Regulation will be revised and amended to reflect the recommendations. A workshop to include the SSC Legal and Regulatory Working Group, in addition to others as deemed necessary, will be held to gain consensus on the recommendations. Once consensus is gained, the revised regulation will be submitted as appropriate. The result of the activity will be a liberalized tourist bus market with at least one new license application received by MOTA.

***1340 Adopting a Private-Sector Management Model for Public Assets***

The NTS has identified the need for the government to provide for a favorable environment to allow private sector investment in and management of public assets including land, heritage sites, museums, and large scale infrastructure development. The groundwork needed to reach this enabling environment is twofold: legal and technical. SIYAHA will collaborate with the Executive Privatization Commission (EPC) to provide legal support through the Institutional and Sector Reform Component, to be ensued by technical support through the Product Development Component.

***1340.1 Develop Framework for Private Sector Management of Public Assets***

This is to be achieved through the following activities:

***1340.1.1 Formulate Policy for Private Sector Management of Public Assets***

A guiding paper will be developed to provide direction to both the private sector and the public sector (MOTA and DOA) by outlining the principles that should be endorsed in any transaction to involve the private sector in the management of public assets, so as to ensure that this is done according to the appropriate standards and takes into consideration social, environmental, and sustainability principles.

***1340.1.2 Develop Framework for Private Sector Management of Public Assets***

The Jordanian legal and institutional framework will be assessed and reviewed to identify legal obstacles and to provide recommendations for an enabling legal and institutional framework. Support will be provided to MOTA and DOA (in addition to other key stakeholders in the process) to build their awareness of the responsibilities of both the Ministry and the private sector in such transactions. A training workshop including both the DOA and MOTA will be conducted to introduce the concept of private sector investment and management of public assets and provide international examples and best practices, and will aim at providing MOTA with the needed tools and insights into managing the process of private sector investment and management of public assets.

The project will work in close coordination with the EPC in developing the methodology for which the pilot project will be carried out, and clarifying the various institutional roles.

## **1800 Grants**

Grants under the Institutional and Sector Reform Component will aim to further support the component in capacity building of the key tourism institutions to support their overall organizational development plans implementation.

Potential grants may include support to:

- Petra National Trust (PNT)
- American Center for Oriental Research (ACOR)
- Friends of Archaeology
- A series of solicited grants for capacity building and COE implementation

## **F. PRODUCT AND SITE DEVELOPMENT COMPONENT**

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### **INTRODUCTION**

The Product and Site Development Component will be working to achieve three main objectives:

- Enhancing the tourism product by implementing a variety of demonstration projects in clusters, routes, product lines, and cultural experiences.
- Engaging and empowering the community, the private sector, government institutions, and NGOs to participate and invest in tourism by identifying innovative business opportunities and engaging the stakeholders on a local level.
- Proliferating international best practices in tourism product management, development, and marketing as a result of the demonstration projects and private sector participation.

### **SPECIFIC ACTIVITIES**

#### **2200 Develop Competitive Tourism Destinations**

The competitive destinations focus of this component aims to enhance site-based clusters, routes, cultural experiences, heritage and archeological sites, and product lines through assessments and implementation of pilot demonstration projects that adopt international best practices in site management and innovation. Business opportunities for the community and the private sector will be identified, and business development service providers, grants, and financiers will be leveraged for capacity building and upgrading of the tourism products. A first step will be to set the strategic product development framework that will provide the vision and tool kit for development of tourism products.

#### ***2210 Create Development Framework***

A strategic approach for product development requires a comprehensive understanding of the current state of the key tourism products, a vision for the future, and creation of a framework that provides a template for project planning, implementation, and monitoring of the development taking place. A weakness in planning is recognized, especially the need to have alignment between the various stakeholders whether public sector, community, or private sector.

Under the AMIR program tourism product assessments were leveraged. The product development framework will identify all necessary variables and methodologies for inventorying, assessing and monitoring tourism products across the entire tourism value chain. The resulting forms and templates can be used to inventory and understand all relevant stakeholders, linkages, services, previous studies, master plans, market positions, access issues, investment, management, and strategic issues for development.

A critical challenge for the NTS product development pillar in general is to present an indisputable case and model that would allow allocating and leveraging 2% of the tourism tax receipts to product development.

## ***2220 Develop Community-Based Tourism Clusters***

### ***2221 Prioritize Three Tourism Site-Based Clusters for Assessment***

Development of stronger and more complete clusters responds to the requirements of the NTS, which in turn contributes to more effective marketing, improved tourist experiences, and therefore, prolonged tourist stay and spending.

In the NTS's definition, a site-based cluster is a geographical region that is within one hour travel distance from a site. A strong cluster is one in which there is significant site based demand and opportunities for new or enhanced products, services, or experiences that can be developed with strong community participation and linkages with other nearby sites and attractions.

In the first year of the work plan, SIYAHA will prioritize and assess three site-based clusters and support the implementation of one pilot demonstration project. The three site-based clusters to be assessed may focus on each of the three main areas of Jordan (below): the Northern, Central, and Southern zones.

- *The Southern Zone:* This area is described as the golden triangle which includes Aqaba, Petra, Wadi Rum, and Wadi Finan. All the criteria for international tourism development are met within this area and new development is planned. The objective for this zone will be to ensure planned and balanced development to enrich all aspects of the visitors' experience.
- *The Central Zone :* This zone includes Amman, the Dead Sea, Madaba, and Maieen where the infrastructure is also well-developed.
- *The Northern Zone:* While rich in heritage, this zone is significantly less developed and limited in its current capability to accommodate visitors over night. It includes areas such as Ajloun, Jerash, Um Qais, and Pella among other attractions.

### ***2222 Develop Community Assessment***

For each of the three selected priority clusters, a review and assessment of the site-based cluster will commence. SIYAHA will also engage the stakeholders and the local community in order to identify community attitudes, ambitions and capabilities, as well as the best methods, approach, and strategy for securing all involved endorsements to guarantee a smooth move towards development. A full participatory rapid appraisal (PRA) will be conducted at each cluster to support the assessment. The PRA consists of a public awareness session, followed by a five-day training, and a five-day field survey that will be undertaken by 20 volunteers from each community. The PRA and the assessment will aim to establish the key issues and opportunities for the development of the cluster that will pave the way for a sustainable development strategy and its implementation.

***2223.1 Develop Tourism Cluster Development Strategy for Cluster Pilot Project***

Based on the community survey and the focus groups, a strategy will be devised to mobilize the local community to take part in site development, service delivery, and marketing in tourist areas.

The component will determine and prepare the product development implementation strategy for each of the three clusters, as well as the financial, technical, and regulatory support necessary to succeed. The strategy will suggest the selection, development, and support of one or two pilot projects at each cluster that can be supported by SIYAHA's grants and technical assistance and/or finance. Stakeholder commitments should be secured as much as possible during this phase.

The cluster strategy, master plan, and implementation plan will be presented to the key stakeholders (including the product development working group and SSC) with the intention to secure buy-in and begin initiation of pilot project(s) at each cluster. The presentation will take the form of a project initiation meeting that would be preceded by (soft or firm) commitments from the key stakeholders and project partners.

***2223.2 Implement Cluster Pilot Project***

Upon securing SSC and key stakeholder buy-in, SIYAHA will support the implementation of demonstration projects at one cluster. Grants, finance, business development services (BDS) support, and public-private partnership will be leveraged in the implementation of the project.

***2230 Develop and Re-enforce the Tourist Route Network***

The NTS partially defines and aims at developing routes focusing on theme experiences and circuits that support Jordan's niche product segments. Those are defined by the NTS:

*Priority Tourism Segments*

1. Cultural heritage (archaeology)
2. Religious
3. Eco-tourism
4. Health and wellness
5. Cruising
6. Meetings, Incentives, Conferences, and Events (MICE)
7. Adventure
8. SAVE

*Other potential segments include:*

9. Filming and photography
10. Festivals and cultural events
11. Summer and family holidays
12. Sports



Routes are defined as circular or non-circular paths along a number of attractions that can be completed using various modes of transportation in a short period of time, typically in one day.

SIYAHA aims to identify three potential circuits or routes, one of which may be developed and enhanced, whereby SIYAHA would undertake evaluation, strategy, and concept design from start to finish; therefore forming a one-way trail. This trail will have complementary services and attractions, which form an enjoyable tourism experience. The enhancement of routes, circuits, and theme products needs to be done on all product categories; however SIYAHA will focus initially on three. SIYAHA will identify existing and new routes that need to be prioritized in terms of development and upgrading.

### ***2231 Identification, Characterization, and Prioritization of Tourism Routes***

SIYAHA will work with the private- and public-sector organizations to identify the current routes, and potential routes that can be developed. A prioritization criteria will be developed for the circuits that allows SIYAHA and the industry to focus on developing the high impact routes. A strengths, weaknesses, opportunities, and threats (SWOT) assessment will be conducted for each of the routes leading to the prioritization, and the selection of three routes which will be subject to detail assessment and analysis.

### ***2232 Upgrading of Tourism Route Pilot Project.***

Upon securing SSC and key stakeholder buy-in, SIYAHA will support the implementation of demonstration projects at one route. Grants, finance, BDS support, and public-private partnership will be leveraged in the implementation of the project.

## **2300 Improve Site Management**

A key way to improve site management and enhance the tourism product is to create a government-owned private shareholding site management company that would maximize private-sector participation in the management of and investment in tourism and archeological sites.

### ***2310 Improve Visitors Experience at Archaeological Sites***

This activity has two main components, the first focusing on heritage sites (activities 2310.1 and 2310.2), and the second on archaeological sites.

#### ***2310.1 Heritage Site Visitor Experience Assessment***

Specific heritage sites (those sites that are at least 70 years old) will be selected from MOTA's portfolio for evaluation, and prioritization, with the objective of identifying steps and initiatives that would enhance the visitor experience while placing them under community or private sector management. Three sites will be prioritized and assessed for tourism product potential, and community and private sector participation. An assessment of the community-buy in, financial, technical, and economic implications will be used to prioritize and select the pilot project.

*2310.2 Heritage Site Visitor Experience Pilot Project*

One heritage site will be selected based on SIYAHA's support in implementation as a demonstration and pilot project.

*2310.3 Bethany Visitor Experience Pilot Project*

One archaeological site will be selected for enhancement and development. SIYAHA aims to leverage previous assessments and come to consensus that the Bethany site has immense potential and should be seen as a priority.

While each site or management challenge will vary in its detailed character, the approach to resolving the challenges will be most effective if a common discipline for management and sustainable reuse of the historic environment is adopted. "Management of the Historic Environment," a document adopted by ICOMOS/United Kingdom as a guideline, can be adopted as guiding principles for Jordan. Other internationally respected guidelines, such as the Burra Charter of ICOMOS Australia, can also serve as model disciplines for the conservation, management, and sustainable reuse of the historic environment.

Opportunities for participation and involvement of stakeholders in the process of management and reuse of heritage and archeological sites should proceed on a planned basis so that ad hoc arrangements are avoided. The consensus for future action will be achieved by engaging and handling the various stakeholder capacities and interests. Planned community-based participation helps to direct and galvanize local energies in the objectives of the project.

***2320 Support the Creation of the Jordan Tourism Development Corporation***

SIYAHA will work with key stakeholders to create the institutional framework that allows for private sector participation in heritage site management and development under the tourism development corporation (TDC).

Consensus among key stakeholders will be developed, presumably to create a public-sector owned company that would undertake site management, and would also aim to maximize private-sector participation in site management and development. The creation of the company will require consensus building, formal legal relationships with the DOA and MOTA, capacity building of DOA and MOTA (under the institutional and sector reform component of SIYAHA), and development of a company business plan as well as capacity building for this new company.

The product development component would support the establishment of the site management company by working in Year 1 to:

- Achieve consensus with respect to the mandate and legal structure
- Develop business and funding plans
- Create and incorporate the company
- Develop policies and procedures
- Carry out recruitment and provide training and advisory services

- Develop project-specific plans thereby aiding it to accomplish its mandate

### ***2330 Engage Private Sector in Management***

In parallel of, or shortly after, the development of a site management company, SIYAHA aims to facilitate the engagement of the private sector in the management of tourism sites by conducting the following key steps leading to the tendering of at least one tourism site (to be done in partnership with the EPC):

- Identification with the MOTA and DOA of the potential sites for private sector participation (PSP)
- Development of the business case for the selected site
- Promotion of the selected site and all other sites to the private-sector
- Support in technical and financial sections of the terms of reference (TOR)

It is also apparent to SIYAHA that there exists a need for a basic assessment of the local and international private-sector capabilities while there is also desire for tourism site management opportunities. The assessment will identify the required capabilities and minimum qualifications of the private sector (in context of the project opportunities), identify the gaps in the PSP capabilities, and devise a promotion plan to attract local and international private-sector operators.

The EPC can play an important role in supporting the development of public-private partnership (PPP) and PSP models for managing tourism sites. Therefore, the PPP and PSP elements of this area can be done in close cooperation or be funded by the EPC and its partner organizations, such as the Social Security Corporation.

### **2400 Strengthen Tourism Marketing**

To strengthen tourism marketing, SIYAHA must provide the link between product development and the primary marketing organization, the JTB, recognizing that the JTB plays an important role in interpreting market demand and customers' preferences in the context of the tourism product.

Tourism has emerged as a key driver of Jordan's economy. It is a main contributor to Jordan's balance of payments following worker remittances. Therefore, the Product and Site Development Component will work to enhance the performance of this sector by increasing tourist arrivals through niche marketing.

SIYAHA will primarily work at strengthening JTB's marketing capacity through grant support. The grant may focus on developing capacities and linkages between the JTB, the local community, and the private sector in relation to the clusters, routes, and authentic experiences described above.

Key areas which may require support, as identified by JTB include:

- Staff development
- Management and information systems
- Operational and research capacity
- Development of the marketing coalition
- Support in the implementation of the website and sector e-strategy
- Support in the implementation of marketing plans for niche products (such as SAVE and medical tourism)
- Development and cooperation in product development initiatives
- Development of the market research and statistics capabilities (in cooperation with the Human Resources and Sector Support Component)
- Development of human resources and institutional capacity (in cooperation with the Institutional and Sector Reform Component)
- Development of public awareness (in cooperation with the Industry Competitiveness Component)
- Identification of investment opportunities

## **2800 Grants, Training, and Events**

The focus of this section aims to support this component in implementing and realizing the product development projects focused on the centers, clusters, tour routes, cultural experiences, and marketing. Therefore, it is anticipated that the grants will support the development demonstration projects.

Potential grantees may include an NGOs or community-based organizations (CBOs) to facilitate their development or marketing of the clusters, routes, or cultural experiences.

Examples of potential grants include support to:

- NetCorp for the adaptation of Lebanon's tourism program to Jordan
- Jordan River Foundation (JRF) projects related to tourism
- JARA for flee market and new souk project
- Other grants to create or upgrade sites, tourism experiences, and support community tourism activities and ventures

Training topics and workshops (or executive series topics), to be organized directly or indirectly by SIYAHA in the subject of product development can include:

- Designing the tourism experience, routes, and clusters
- Business planning
- Managing a community based tourism corporation (technical and financial aspects)
- Effective marketing of the tourism product
- Innovation in tourism services

## **G. INDUSTRY COMPETITIVENESS COMPONENT**

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### **INTRODUCTION**

The Industry Competitiveness Component's role is to strengthen private-sector tourism-related enterprises and the value chains surrounding them to increase competitiveness and help Jordan capture a larger share of the global tourism market.

The primary focus is on ensuring the sustainable participation of Jordanians in the benefits of a competitive tourism economy by helping them offer to the market quality products and services that enhance the Jordan tourism experience. The Industry Competitiveness Component will improve the quality of tourism services by providing support to local entrepreneurs (including youth and women), as well as communities and trade associations. The main activities of this component will create an enabling business environment, within a sustainable integrated business development framework.

### **SPECIFIC ACTIVITIES**

#### **3200 Strengthen Sustainable Enterprise Development**

While SIYAHA's Product and Site Development Component will identify many opportunities for developing and expanding tourism businesses linked to clusters, routes, and centers, opportunities will emerge for micro to large scale projects. The Industry Competitiveness Component will focus on supporting and strengthening of micro-, small- and medium-sized enterprises (MSMEs) in Year 1 in order to foster sustainable income generation for micro-enterprises, and increased MSME employment potential.

Accordingly, SIYAHA will support the establishment of community-based organizations as well as MSMEs and provide them with integrated business development assistance to support the implementation of the Cluster Development Strategy produced under SIYAHA's Product Development Component. SIYAHA will partner with BDS institutions, other MSME development initiatives (such as ERADA) to facilitate provision of start-up support, technical assistance, and capacity building (including the development and/or improvement of business plans, and financial statements development). Business opportunities identified under the Cluster Development Strategy' will be packaged and promoted among the private sector for implementation.

#### ***3210 Develop Community-Based Tourism Enterprises through Public-Private Collaboration***

CBOs constitute a viable mechanism to involve the communities in tourism investment, job creation and contribution to economic growth. To facilitate active community involvement in tourism development SIYAHA will work on establishing such organizations or strengthening existing ones.

*3210.1 Provide Support to Community Based Organizations*

This activity will begin in the final months of 2005 by:

- Conducting a comprehensive assessment of the existing and potential CBOs at the selected three prioritized site-based clusters as well as other CBOs at sites that demonstrate potential for tourism growth.
- Reviewing international best practice in tourism CBO development and management, and benchmarking the CBOs accordingly.
- Recommend best model(s) for tourism CBOs and suggesting capacity building schemes for the CBOs.
- Implement capacity building plans for targeted CBOs.
- Support implementation of community based tourism projects.

*3210.2 Develop Additional Support Programs for Community Development through Tourism*

SIYAHA, in collaboration with the private sector, will launch initiatives that support community development through tourism. The Adopt a Village program will be explored to encourage the private sector to adopt a village and provide funding for economic development of a village through tourism projects. Work on this initiative will be as follows:

- During the last quarter of 2005, the Adopt a Village concept will be developed and the objective, scope, and approach will be refined. Once completed the project will identify a partner BDS for implementation.
- This will be followed in the first quarter of 2006 by developing an implementation plan for the official launching of the initiative at a sponsor conference by the end of Year 1 of the project.
- Project consultants will also explore opportunities of linking the initiative with international and local private-sector involvement by the adoption of such concept through USAID's Global Development Alliance (GDA). The success of this initiative would positively impact local community development and economic growth through tourism.

*3210.3 Develop Public-Private Community Based Enterprises*

To develop public-private community based enterprises, SIYAHA will work with MOTA to support local entrepreneurs or community-based groups/cooperatives to use heritage sites as a tourism draw, provided viable business plans are presented. Towards the end of 2005, the Product and Site Development Component will work with MOTA to develop a list of selected heritage sites. Concurrently, the Industry Competitiveness Component will identify CBOs and local entrepreneurs with viable business ideas for heritage sites management and support implementation.

*3220 Support Tourism-Centered Enterprises to Promote Sustainability and Growth*

To ensure the development of sustainable competitive tourism services and products, the Industry Competitiveness Component will support capacity building efforts targeting

CBOs and MSMEs through various BDSs such as JUSBP Business Development Center, Waadat, and Turath. Other partner organizations are RSCN, JRF, Jordan Hashemite Fund for Development (JOHUD), and NetCorps to capitalize on their BDS expertise.

*3220.1 Support BDS Institutions to Provide Assistance to Tourism Industry CBO and MSMEs*

To achieve this, SIYAHA will:

- Survey the existing business development service providers in towards the end of 2005 and define the relevant services that can be offered to the tourism sector in general and around the target clusters and centers in specific.
- Strengthen BDSs capacity by developing technical assistance schemes tailored specifically to the needs of tourism industry. To this end, project consultants will start in the last quarter of 2005 by identifying five key areas unique to tourism enterprises that require specialized training to complement the business development services package offered by BDSs.
- Build the capacity of relevant BDSs in key areas and enhance their capacity in providing such support at the community level. Capacity building will include training and developing specialized training packages and curricula (with the support of the Human Resources and Sector Development Component). Capacity building will commence in the first quarter of 2006 to prepare BDSs to support pilot project implementation at prioritized clusters.

*3220.2 Provide Business Development Services to CBOs and MSMEs*

- Provide technical assistance to tourism MSMEs in areas related to business planning, management, marketing, and financial management, among others.
- Support linkages with relevant government and donor assistance programs through holding various awareness sessions during the first and second quarters of 2006 around prioritized clusters. These sessions will build awareness about SIYAHA and partner programs and solicit interest of existing MSMEs for technical assistance – primarily focusing on MSMEs that support the implementation of the Cluster Development Strategy- and establish linkages between cluster MSMEs and technical assistance service providers.
- Conduct tourism market forecast of identified clusters to provide an overall framework for viability assessment. The study will collect market information that will support the assessment of development opportunities' study around the defined site-based tourism clusters implemented by the Product and Site Development Component to provide market related information pertaining to investment level, market demand, and economic performance.

### **3300 Improve Performance of Business Associations in Contributing to Tourism Development**

Business associations should be capable of offering their members and clients a full range of value-added, fee-based, or brokered-support services including market segmentation and targeting, market and investment information, logistics, input supply, certification, and training. Recognizing this, SIYAHA's approach will focus on elevating the capacity of tourism-related associations (i.e., those directly involved in tourism as well as key associations that are a part of the broader cluster) to represent members' interests, contribute to NTS implementation, and deliver services, provide information, and establish and monitor requisite quality standards that will improve the overall quality and competitiveness of member businesses. In addition, other organizations such as AmCham, the Jordan Business Association, and the Jordan Vision 2020 coalition, among others, offer opportunities to strengthen the cluster through their various activities (e.g., implementation of the Cluster Development Strategy) and possible member investments in tourism.

It is understood that associations such as the Jordan Inbound Tour Operators Association (JITOA), Jordan Hotel Association (JHA), Jordan Restaurants Association (JRA), Jordan Tour Guides Association (JTGA), Jordan Society for Tour and Travel Agents (JSTTA), and the Jordan Handicrafts Producers Association (JHPA) are only as strong as their membership. However, mandatory membership often undermines an association. When association members are struggling to fill beds, meet payroll, purchase supplies, or move inventory it can be difficult for such members to carve out time for strengthening their association, no matter how much sense it may make in the long-term. Therefore, the initial activities are geared toward understanding the state of the associations with which the project works, including the state of businesses that comprise the membership. In conjunction with the respective associations, the conclusions drawn from these assessments will drive the development of a custom-tailored capacity building program focused on the creation of value adding services, business linkages, and policy advocacy that in turn enhance association sustainability and the institutionalization of member-driven services.

#### ***3310 Build Institutional Capacity of Tourism Industry Associations***

Three actions underpin the project's drive to build capacity: perception survey, diagnostic, and measurable work plans.

##### ***3310.1 Conduct Membership Perception Survey of Associations***

By the end of October 2005 the perception survey will start to be conducted in at least seven associations that target association membership. This survey will gauge members' perception regarding the existing performance and services being offered by the association. Results will provide input to the capacity building strategy that will be developed for each tourism association. The surveys will be conducted periodically and will be ultimately institutionalized to support associations in continuously assessing their membership needs and updating their annual plans.



### ***3310.2 Conduct Diagnostic Assessment of Industry Associations***

The project will:

- Develop and adapt a diagnostic tool to assess the status quo of industry associations across various criteria, including organizational structure and capacity, variety and quality of member services, and financial sustainability.
- Carry out seven diagnostics by January 2006. Such assessments will provide baseline information and will be updated regularly for performance monitoring and refining of each association's strategy.

### ***3310.3 Formulate Organizational Development Plans for Industry Associations***

Associations need to own the work plans that result from the perception survey and diagnostic. To this end, SIYAHA experts will facilitate and support the associations in developing customized strategic and organizational development plans (ODP), with milestones and results. Once in place, the project will assist with the implementation of these plans through grants, direct technical assistance, outsourcing of BDS, as well as through other means. Plans will be developed to support associations towards achieving self-sustainability with clear, time bound, measurable deliverables.

### ***3320 Improved Association Planning and Programming***

In addition to ODP, SIYAHA will support associations to develop value-added services to their members.

### ***3330 Tourism Advocacy Agenda and Strengthened Public Policy Advocacy***

The lobbying power of industry associations can have great effect on policy formulation, which in turn supports tourism sector development and competitiveness. Accordingly, SIYAHA will focus on two main areas:

#### ***3330.1 Build Capacity of Tourism Industry Associations in Policy Advocacy***

To be effective advocates, board members and, to a different degree, general membership must understand the policy/regulatory process, the possible points of intervention, and how to maximize such intervention, i.e., what will influence policy. Uninformed positions based on “what’s in it for me?” often fall on deaf political ears. Informed positions that demonstrate positive impact across a broad constituency can influence decisions. Knowing how to identify an issue, define it, research it, formulate a position, and advocate will elevate an association’s influence as well as lead to more effective advocacy. To this end, SIYAHA will offer support in developing policy advocacy strategies for industry associations and delivering policy advocacy training to association board members and select staff, with the first training schedule for the first quarter of 2006.

#### ***3330.2 Support Tourism Industry Federation***

Towards the end of Year 1, and once the future outlook of mandatory membership of industry associations is established, the possible interventions SIYAHA can have in

supporting the Tourism Industry Federation during the second year of the project will be explored.

### ***3340 Transform Mandatory Associations to Voluntary Status***

With the exception of JITOA, all tourism industry associations have mandatory membership. Given the adverse impact it's likely to have on the performance of associations in terms of supporting industry development and competitiveness, SIYAHA will seek to transform mandatory associations' membership to voluntary ones following a number of steps as outlined below.

#### ***3340.1 Draft Legal Amendments to Change Associations Membership Status to Voluntary***

- Conduct a study in late 2005 on the legal and institutional implications of changing mandatory membership of tourism industry associations to identify any regulatory role these associations can have that will impact transforming mandatory membership.
- Share study results with MOTA and key stakeholders to solicit feedback on next-steps.
- Draft legal amendments to the various tourism associations' laws.

#### ***3340.2 Solicit Membership Input on Amending Mandatory Membership and Implementation Mechanisms***

Following the legal review, and to ensure development of proper implementation steps that take into account different implementation requirements for each association, our consultants will hold a focus group discussion among MOTA and tourism associations' board members to address detailed implementation steps needed. Final recommendations will be drafted during the first quarter in 2006 and presented to MOTA.

## **3400 Increase Private Sector Investment in Tourism**

In Year 1 increasing private sector investment activities will focus on creating linkages and structures to provide complementary access to credit to SIYAHA MSME and CBO beneficiaries.

To this end, SIYAHA will foster linkages for businesses to financing and training private business service providers on how to support enterprises in preparing for and presenting themselves to lenders.

Since many lenders will need incentives to lend to tourism MSMEs, SIYAHA will also explore the applications for USAID's Development Credit Authority (DCA) guarantee products to encourage private lenders to extend loans to credit-worthy but underserved tourism borrowers.

To ensure private investment in financing the implementation of the Cluster Development Strategy, activities must be implemented that will positively stimulate the active participation of the private sector.

***3410 Conduct Credit Access Assessment***

As the first step in preparing a life of project plan for using USAID loan guarantees or any other mechanisms to stimulate private sector lending to the tourism sector, SIYAHA will:

- Conduct a comprehensive credit access assessment in the first quarter 2006.
- Develop an action plan for the life of project from the assessment recommendations for creating linkages for MSMEs and other tourism projects to financing sources and applications for using USAID's DCA loan guarantees.

***3420 Design and Develop DCA Guarantee Activities***

From the prioritized short list of Year 1 financing linkages and DCA guarantee activities, during the second quarter of 2006, SIYAHA will establish more formalized relationships through memoranda of understanding (MOUs) or other vehicles with financial institutions, and design and develop DCA guarantee facilities. Financial institutions including microfinance institutions, commercial banks, leasing companies, investment funds, and the World Bank funded City and Village Development Bank may be included in the financing linkage and guarantee activities. For all DCA guarantees, SIYAHA will coordinate with USAID/Jordan and will prepare the majority of the required inputs from the concept paper stage all the way through the presentation to USAID's Credit Review Board.

***3430 Assess Potential Domestic, Regional, and International Private Sector Investment Sources***

To ensure private investment support in building the tourism economy in Jordan, SIYAHA will:

- Conduct a survey of potential domestic, regional, and international private sector investment funds, corporations, and other potential sources for investment.
- Develop a plan to engage the private sector on other levels through strategic relationships and USAID GDAs.

Activities will include the identification of potential corporate sponsorship and partnerships, including the Adopt a Village program. Additionally, SIYAHA will identify and develop opportunities for GDA to increase the competitiveness of the tourism sector.

***3440 Build Awareness in the Investor Community about Business Opportunities around Defined Clusters***

As a cross-component collaboration, the Product and Site Development and the Industry Competitiveness team will prepare information material to be presented to potential partners explaining distinct opportunities for investing in and supporting Jordan's tourism

sector and providing other information essential to analyzing these opportunities from a private sector perspective.

- Package identified business opportunities around targeted clusters – including prioritized heritage sites - for investment promotion.
- Work with business associations, chambers of commerce among others to support business opportunities promotion efforts.
- Hold linkages events and an investors conference to promote business opportunities identified by the Product and Site Development Component.

### **3800 Grants**

Grants will be utilized to support capacity building of BDSs to provide technical assistance to CBOs as well as to tourism enterprises around defined clusters. Grants extended to BDS will support capacity building in providing technical assistance specifically tailored to tourism industry requirements. Furthermore, grants will be extended to CBOs to support capacity building plans implementation and start-up support.

Potential grants may include support to:

- Tourism associations
- Business development service providers
- Financial institutions
- Community-based organizations
- Solicited grants of a variety of technical areas that would advance SIYAHA goals within the focus of this component

Targeted, firm-level assistance will be provided through business associations themselves with grants from SIYAHA. The grants will fund, on a cost-share basis, assistance in exploring business and investment options in the tourism sector, conducting of market development activities, and development of sound business plans.

Furthermore, grants to tourism associations will be provided to support their overall organizational development plans implementation.

## **H. HUMAN RESOURCE AND SECTOR SUPPORT COMPONENT**

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### **INTRODUCTION**

The role of the Human Resources and Sector Support Component is to improve the competitiveness of Jordan as a tourism destination through improved hospitality services and quality products by expanding the qualified human resources pool for the tourism industry, improving service quality of tourism sector establishments, generating public-private sector support for tourism as an important economic driver and an employer of choice, underpinning tourism development, and investment decision making by augmenting research capacity.

SIYAHA will work with the private and public sectors to build the human resource dimension of the tourism industry. The NTS makes clear the importance of building capacity in the core tourism management functions.

The project's approach will be to tackle the issue of developing human resources from two aspects:

- to promote adoption of the recently drafted national tourism manpower strategy and the establishment of a public-private company for human resources development at industry level; and,
- to develop professional skills in industry by building education and training capacity at JHTEC, JAU, and vocational training centers (VTCs).

SIYAHA's approach to achieving the sector support elements of the component has three main aspects:

- to improve service quality of tourism sector establishments by improving quality assurance systems;
- to develop an awareness campaign to inform the general public, career influencers and policymakers about the importance of the tourism sector and its benefits to the national economy; and,
- to underpin tourism development and investment decision making by augmenting research capacity.

### **SPECIFIC ACTIVITIES**

#### **4200 Developing Human Resources in Tourism**

There are considerable gaps in experience and expertise in the public and private sectors that need to be addressed if Jordan is to reach its potential as an international tourism destination and maximize economic benefit achieved. As identified in the NTS, training,

education, and human resource development are considered fundamental to the development of tourism.

As tourism is primarily a service-driven sector, human resource management plays a central role in ensuring sustained competitive advantage for the effective development of the sector. Continued inadequate human resources create difficulties in recruiting and retaining suitable staff. Bridging the skills gap is arguably the most pressing issue facing the industry. Attracting new employees will require concerted efforts to reposition career offerings within what could become an intensely competitive environment.

In this context, businesses need to embrace best practices in human resource management. Building a qualified tourism workforce will require raising the level of professionalism and esteem associated with working in the industry, offering attractive salary and benefit packages, and addressing employment for non-skilled staff. Though there has been significant support for tourism training, particularly in vocational training, it has been somewhat fragmented and has largely failed to promote a structured and systemic approach to training.

This primary activity is designed to have three main initiatives:

- *Developing human resource capacity at industry level* – SIYAHA will develop human resource capacity at industry level through the establishment of a Council for Human Resource Development. This Council will organize and manage training initiatives in industry. The Council will work in cooperation with the Jordan Tour Guide Association in designing a certified training program for guides by product (e.g. ecotourism, nature, religious, or archaeological tourism). Through the Council SIYAHA will also work with JRA on hospitality training programs and with JHA on hotel management training.
- *Capacity building at JHTEC/JAU* - a major focus of the project's activities will be to continue to develop a tourism education and training campus concept at the JHTEC complex, incorporating the upgrade of JAU and other institutions in professional hospitality skills training.
- *Upgrading the VTCs* - working in partnership with the Ministry of Labor, SIYAHA proposes to build an infrastructure to enable the modernization of VTCs. Once that is completed the project will then work to attract private funding for rehabilitation and operation of the centers, thus transferring vocational training functions to the private sector.

#### ***4210 Building the Public Private Partnership for Human Resource Development***

##### ***4211 Establish the Council for Tourism Human Resources Development***

Activities under this focal area include:

###### ***4211.1 Establish the Institutional Framework of the Council***

At the formation stage, SIYAHA will request the convention of a NTS SSC to come to agreement on the formation of the Council and to endorse the strategy. Once

concurrence is reached the NTS SSC will convene a steering meeting of key stakeholders to structure, govern, and commit to funding the initiative. The project will establish the institution framework of the Council by facilitating the legal and organizational processes, to include finalizing the company structure, formation, registration, and preparation of company articles of association. The project will facilitate the appointment of the Board of Directors, Board of Trustees and Managing Director, and agree terms of Boards. Additionally, SIYAHA will support the recruitment, selection and appointment of the Directorates (Senior Unit Managers). Throughout this phase SIYAHA will continue to monitor and evaluate the process to ascertain progress in development. In addition the project will support Board meeting administration. A conference of key stakeholders to launch the Council (in Amman and Aqaba) will be held in early 2006.

*4211.2 Support Implementation of Council Business Plan*

SIYAHA will support implementation of Council Business Plan (promotion and communications, professional development, business development, and research and curricula) by providing development support in drafting of annual operation plans. The project will organize a series of five workshops on planning, target setting, and monitoring and evaluation (M&E). In addition SIYAHA will organize a seminar for key stakeholders to inform on progress and plans.

***4212 Prepare a Tourism Human Resources Development Training Strategy and Plan***  
Activities under this focal area include:

*4212.1 Conduct a Manpower and Training Needs Analysis*

SIYAHA will conduct a manpower and training needs analysis survey and produce a report for publication to industry. The survey process will be conducted through expert panel meetings to agree to a human resources development strategy, structure and scope, a series of three national focus groups to assess needs and an executive series seminar to validate the needs analysis.

*4212.1 Prepare a Human Resources Training and Development Plan*

The project will prepare a human resource training and development plan by supporting the collation of data, verification, presentation, publishing, and dissemination of plan. The Human Resources and Sector Support Component will organize a workshop of stakeholders to the agreed upon plan. In addition an Executive Series seminar to disseminate the plan to key stakeholders will be arranged.

***4213 Prepare a Business Plan for the Development of a Hotel School in Aqaba***

A key activity under this section is to draft a position paper in preparation for a request for proposal (RFP). This RFP will support a business plan for the development of a hotel school in Aqaba based on the JHTEC/JAU model.

***4221 Support Infrastructure Development and Capacity Building at JHTEC and JAU***  
Activities under this focal area include:

*4221.1 Support Sustainability and Growth of Institutional Structures at JAU*

SIYAHA will support sustainability and growth of institutional structures in JHTEC to facilitate the development of a tourism education and training campus by conducting a diagnostic assessment and preparing an institutional strengthening plan to include key recommendations for physical, systems, quality assurance, manpower, and pedagogical supports. This plan will be presented to the Board of JHTEC and senior management of the company, university, school, and training hotel.

*4221.2 Improve the Standards of English Language Teaching*

Through facilitating partnerships with the American Language Center (ALC) the project will support the improvement of the standard of English language teaching in institutions. It is planned to commission the ALC to conduct a review/evaluation and produce key recommendations for development of English language teaching methodologies across institutions. Additional activities include facilitation of a workshop to establish a dialogue.

**4222 Modernize Vocational Training Centers (Hospitality/Tourism Centers)**

Activities under this focal area include:

*4222.1 Create a Public-Private Structure to Manage GOJ*

Partner with the Ministry of Labor and VTCs, the project will create a public-private structure to manage GOJ owned VTCs. As a core element to this process a comprehensive evaluation of all hospitality VTCs will be conducted to assess capital, operation, human, and academic needs.

*4222.2 Build Capacity to Manage the VTCs*

To build operational capacity to manage the VTCs the project will establishing a development unit in the JHTEC tourism education training campus. To support this development SIYAHA will plan, draft, and present a business plan for the development unit. To do this, the project will arrange full consultation through two expert panels and three focus group panels. Consultation will involve all main tourism regions. SIYAHA will facilitate a workshop with key stakeholders to review and amend draft the plan and a high level steering meeting with ministers and senior decision makers.

**4300 Improve Quality Assurance**

Based on reports from the NTS SSC meetings there is clearly a need to overhaul the current classification and inspection system in Jordan, not only to address the weaknesses, but also to accommodate the new categories of tourism services as identified in the NTS. To be effective and credible, a revised system must attract support from all quarters of the industry.

An international system does not exist and it is unlikely that it will be adopted in the foreseeable future. As a result, Jordan cannot rely on an international system to solve the current challenges. The tourism industry in countries where there is no classification



system tends to be characterized by a much more extensive incidence of branding. This effectively operates as a substitute for classification. However, it is difficult to envisage conventional hotel brand development (hotels, restaurants, guide services, and tour operators) becoming a dominant feature of the Jordanian tourism industry for so long as a high proportion of properties continue to be independent, family-owned operations. Moreover, the geographic size of Jordan means that the travel patterns of foreign and domestic tourists are less conducive to chain brand development.

This primary activity is designed to have two main initiatives:

- *Effective classification system* - SIYAHA considers the implementation of an effective classification system is an important mechanism to ensure the delivery of a quality tourism product to consumers.
- *Focus on environmentally sustainable tourism* - recognizing that Jordan has a fragile environment and limited resources, our approach will incorporate global best practices for sustainable tourism development. Activities in quality assurance will stress the need for ecotourism and preservation as major focal areas. The project will encourage enterprises and associations to develop environmental management systems (EMS) and adhere to environmental standards like Green Globe 21. SIYAHA will support the introduction of environmental management practices to tourism specialization curriculum at colleges and universities.

#### ***4310 Enhance the Standards and Classification System***

##### ***4311 Assessment of the Current Classification System***

###### ***4311.1 Support the Review and Evaluation of International Systems of Classification***

SIYAHA will support the review and evaluation of international systems of classification and grading to provide comparative analysis with existing systems in Jordan. The review will be published and the project will seek endorsement from industry stakeholders for implementation of recommendations. On endorsement SIYAHA will establish and support the function of a steering committee to carry forward the recommendations.

#### **4400 Creating Awareness in Jordan**

Though tourism is Jordan's largest industry, it lacks proper support from policymakers due to weak recognition of its true value to the economy. Jordanians at large do not realize the extent of the economic and social impact tourism has on their own incomes and standard of living. While tourism is Jordan's largest industry, it still lacks proper support from policymakers due to weak recognition of its true value to the economy.

This activity is designed to have two main initiatives:

- *Enhancing general public awareness* - employment in the sector is often stigmatized by families deeming it too liberal for women, and inferior to other "more prestigious" professions for men. This has resulted in the sector's

inability to attract sufficient talented employees. Often, employment in the sector is the choice of last resort. Accordingly, it is important to work on enhancing the image of the sector. To address these issues, SIYAHA will implement a national public awareness campaign and mobilize both private sector and GOJ resources to fund it. The strategy will be based on a comprehensive survey of opinions and attitudes among the public, the tourism industry, and policy-makers. The survey will be conducted through a resource group. On the community level, jobs in tourism will be positioned as the career of choice, while entrepreneurs will be more encouraged to participate in new tourism product development. The population at large will also become more sensitive to tourists' needs. The increase of public awareness also contributes to the accelerated implementation of the NTS, specifically to highlight the importance of tourism, and the urgency of supporting regulatory and institutional change that would result in the implementation of the NTS, and increased economic opportunities for Jordan. Increased public awareness also contributes to increase in local tourism activities.

- *Mobilizing support from policymakers* - a strategy is the implementation of an awareness campaign that will focus on policymakers from both the executive and legislative branches to ensure policy reform requirements are prioritized and addressed effectively. This will ensure sufficient GOJ investment in international tourism marketing through the JTB, and the creation of an enabling environment for its growth (such as promoting the concept of private sector management of publicly-owned tourism assets).

#### ***4410 Conduct a Public Awareness Campaign***

##### ***4411 Conduct an Attitudinal Survey to Assess Awareness and Attitudes towards Tourism***

SIYAHA will conduct exploratory research to ascertain the current situation regarding tourism public awareness in tourism at general, education and policy maker levels. This will inform the design and conduct of the awareness and attitude survey.

Once the survey is completed, SIYAHA will verify the research methodology and results, review and evaluate the results, and analyze and report upon those results.

##### ***4412: Lead, Plan, and Implement a Tourism Awareness Campaign***

Activities under this focal point include:

###### ***4412.1: Achieve Consensus on Strategy for Public Awareness Campaign***

SIYAHA will arrange meeting of key stakeholders to seek agreement on the marketing strategy, plan, and themes.

###### ***4412.2: Develop a Marketing and Campaign Plan***

The project will facilitate the consultation process, preparation of drafts, and dissemination draft plan. In addition the project will facilitate working group meetings and present the plan to NTS SSC.

*4412.3: Source Funding from Public and Private Sources to Finance the Campaigns*  
SIYAHA will source and generate co-funding or sponsorship opportunities to finance the campaigns. The plan is to facilitate partnerships between private companies associated to the tourism or education industry with industry associations such as JHA, JRA, JITO, and education institutions. The project will prepare a proposal package to support solicitation of funding. To commence the funding effort SIYAHA will convene a meeting of fundraising and sponsorship experts to guide the team on a funding plan.

#### ***4420 Implement a Public Awareness Campaign***

##### ***4421 Organize and Facilitate Working Groups to Support Implementation of Awareness Campaigns***

Activities under this focal point include:

###### ***4421.1 Facilitate and Support the Implementation of Campaigns***

SIYAHA will facilitate three working group meetings aimed at the general public community, career influencers, and GOJ policy influencers.

###### ***4422.1 Generate Co-funding Opportunities to Finance the Campaign***

SIYAHA will assign a local consultant to help in generating co-funding to finance the campaign.

##### ***4422 Organize a Tourism Awareness Event***

Activities under this focal point include:

###### ***4422.1 Plan and Organize an Event for all Industry Stakeholders***

The project will organize a major one day tourism conference to emphasize the importance of tourism to the GOJ economy and society. The event, themed “Importance of Tourism,” will be held in July 2006 and will showcase SIYAHA initiatives achieved to date and also seek endorsement for future plans.

#### **4500 Augmenting Tourism Sector’s Research Capacity**

Jordan has been late in recognizing tourism as a strategic economic interest. As a result, there has been minimal documenting of research initiatives and mechanisms for improved policy formulation and implementation in the Jordanian context. A research action to support Jordan’s development through tourism would require an audit of tourism research initiatives that have been done in Jordan so that information can be shared and relevant research gaps can be identified and filled. There currently exists a huge gap in terms of measuring and quantifying the economic contribution of the tourism industry to the national economy. Similarly, information on the capacity and utilization of accommodation facilities in Jordan is currently insufficient and does not follow international standards. The information does not cover the whole sector and is

not compiled and published on a regular basis, as would be consistent with international practices. There is also insufficient data on marketing information such as visitor motivation and visitor satisfaction.

This section is designed to have three main initiatives:

- *Map and assess data sources and standards* - for Jordan to expand its tourism potential, it must compile information that will help it to monitor market trends; identify new markets and new product opportunities; and, be competitive and gain a greater market share and increase length of stay and tourist expenditure. SIYAHA will support GOJ stakeholders in designing an arrivals and departure survey in order to establish an up to date baseline of data on which to plan marketing strategies.
- *Develop a Tourism Satellite Accounts System (TSA)* - The project will work with GOJ agencies, institutional bodies, MOTA, and JTB to put in place a consistent system for data gathering, analyzing and distributing economic information on a regular basis through a TSA system. The appropriate bodies will be trained in how to use this information in a way that will promote Jordan as an international tourism destination. This assistance may be extended to private companies, associations, to NGOs, and perhaps to research institutes and/or universities specializing in tourism development. In addition it is proposed to establish a Tourism Research and Planning Unit at MOTA.
- *Prepare a research strategy and plan for JTB* – The project will support the preparation of the plan and support capacity building at JTB to enable robust research department. This is envisioned as a grant activity.

#### ***4510 Improve MOTA's Data Managements capacity***

##### ***4511 Map and Assess Data Sources and Standards***

Activities under this focal point include:

###### ***4511.1 Evaluation Data Sources and Standards***

SIYAHA will provide expert support to conduct a review and assessment of current data sources and standards. Recommendations from the review will guide MOTA in building their research capability and in developing online links with industry and GOJ departments. The project will establish procedures (information network) to create a linking of potential data sources controlled through industry associations to be linked to the MOTA data system.

###### ***4512 Establish a Consistent system for Data Gathering and Analysis***

In partnership with industry associations and the private sector, SIYAHA will provide supports for MOTA and other relevant GOJ agencies to put in place a consistent system (e.g., TSA) for data gathering and analysis system. It is envisioned that this will be a grant activity.

*4512.1 Publish a Feasibility and Viability Report for the Adoption of TSA*

TSA is an input-output economic model designed to assess the impact of tourism on the economy, Support is needed to so that this model can be adopted by GOJ, updated with annual statistics and used to estimate GDP, employment, and government revenue impact of tourism.

*4512.2 Prepare a Plan for Adoption of a TSA*

SIYAHA will seek confirmation of participation of MOTA and other GOJ agencies, identify and agree on working units within MOTA and other agencies, select members, appoint a leader and agree on scopes of work, tasks and deliverables for implementation of baseline data system. The project will support, by providing expertise, the development of the process of implementation of the system and encourage buy-in by the stakeholders.

*4512.3 Facilitate Working Committee Discussions to Determine Potential Private Sector Input into the TSA*

SIYAHA will organize and facilitate discussions to determine data input into the TSA systems. The project will prepare plan for discussions, agendas, expected outcomes, selection of participants and facilitate roundtable discussions with MOTA officials, GOJ agencies, and private sector representatives.

**4520 Strengthen Jordan Tourism Board Research Capacity**

**4521 Prepare a Research Sub-Strategy and Plan for JTB**

This is envisioned as a grant activity. Sub-activities under this focal area include;

*4521.1 Prepare a Research Sub-strategy and Plan for JTB Department Strategy*

The project will provide an expert to assist JTB in the preparation of a research strategy and plan. SIYAHA will further facilitate the process of consultation and seeking endorsement for the strategy from the JTB Board and partners.

*4521.2 Design Methodology for Arrivals and Departure Survey*

To support designing the sample frame and questionnaire instrument through expert support in research methodology, SIYAHA will write scope of work to assist JTB in releasing an RFP. This RFP will be released in the local marketplace for bidders (local survey organizations) to conduct a new arrivals and departures survey. The project will assist with the process specification for arrivals/departure survey, preparation of scopes, criteria for evaluation and selection, and implementation management and support the release of the RFP and bid process.

**4800 Grants**

Grants under the Human Resources and Sector Support Component will focus on improving tourism industry human resources capacity, enhancing decision-making

through better data, mobilizing support for tourism through better awareness, and improving quality within sector establishments.

Potential grants may include support to:

- Jordan Applied University
- Training institutions and associations
- Solicited grants of a variety of technical areas that would advance SIYAHA goals within the focus of this component

## **I. PROGRAM SUPPORT COMPONENT**

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### **INTRODUCTION**

The Program Support Component provides administrative support to all operational elements of the project, including procurement, financial, monitoring, evaluation, reporting, and grant administration. It is designed to ensure that program implementation is done with adherence to USAID and United States Government administrative and financial management regulations.

### **SPECIFIC ACTIVITIES**

#### **5100 Staffing**

The senior management staff, as well as most of our long-term local and support staff, were contracted by September 1, 2005. While there are positions that cannot be filled until the project has office space, most other long-term support and professional positions have been filled.

##### ***5110 Senior Management***

The Chief of Party, Ibrahim Osta, will provide strategic direction, overall management, senior level customer liaison, and technical input, where necessary, to ensure quality results and positive client relations. He joined the program on August 15, 2005.

The Program Support Component Leader, Ruba Freij, will be primarily responsible for ensuring contract compliance on all local contractual arrangements, the issuance of RFPs, procurement, and subcontractor and grants management. She will be responsible for ensuring that all financial aspects of SIYAHA are designed, developed and functioning in form and substance consistent with the following: the task order, USAID regulation, Jordanian law, and Chemonics' policy.

##### ***5120 Long-term Staff***

Grants Specialist Randa Qunsol will provide hands-on financial management of the grants component. She will ensure that systems are in place to respond to client unsolicited grant requests, and ascertain that all solicited grants are in compliance with USAID regulations. She will also provide financial oversight on grant funds disbursements, as well as ensure that all grant liquidations are compliant with the terms of the respective grant agreements. In addition, she will provide training to the SIYAHA staff, as needed, and to potential applicant organizations to ensure transparency, compliance, and comprehension of the grants program.

Training, Events, and Communication Specialist Amjad Sawalha will oversee the SIYAHA training activities and events. He is also responsible for the development and implementation of administrative procedures and systems related to training, and for ensuring the provision of TraiNet-compliant training statistics to USAID.

Monitoring and Evaluation Specialist Hadil Barghouti will assist in developing and monitoring the project indicators. She will assist in the production of quarterly reports and work plans, and provide special assistance to the chief of party as may be necessary for project innovation and flexibility.

***5130 Accounting Staff***

Accountant Mustafa Shaaban and one bookkeeper, will provide necessary accounting services in support to meet payroll and the financial demands of procurement, grants, general operations, and expenditures. These tasks will include budgeting, bank reconciliation, grant beneficiary financial tracking and audits, check preparation and issuance, and payments processing for the entire SIYAHA project staff and activities.

***5140 Administrative Staff***

Program Assistant Wafa Qassis, will provide day-to-day support the chief of party and program support component leader. She will also provide project-wide services related to country clearances, head office communication, logistics, local procurement and any other required special support. Additionally, she will assist in the maintenance and security of all offices, inventory and expatriate housing.

Grants Coordinator and Program Assistant Evon Warwar will provide day-to-day support to the Industry Competitiveness Component, as well as coordinating activities under the grants program, including packaging and preparation of agreements. She will also take the lead in the day to day management of the Management, Monitoring, and Evaluation system (MM&E) including tracking work plan progress against activities.

The administrative assistants will provide support to the other components on a day-to-day basis. Our receptionist will also support the training manager and ensure the planning and logistical attention necessary for SIYAHA Program's conferences, seminars, study tours, workshops, and other events to meet required professional standards.

***5150 Drivers/Expeditors***

Zuhair Jwainat, will facilitate travel and transportation for long-term staff and visiting consultants. He will also be responsible for follow up on the program's logistical needs and paperwork expediting with all necessary agencies.



## **5200 Project Management Systems and Reporting**

### ***5210 Project Monitoring and Evaluation***

The overall goal of the M&E system is to provide critical information for project staff to help guide implementation of project activities toward attainment of project objectives. The project team will develop an M&E system that will provide effective information for USAID's reporting needs and for evaluating the project results and impacts. For example, the USAID/Jordan SIYAHA - Tourism Development Project would contribute directly to the achievement of the USAID's, "increased opportunities for domestic and foreign investors" by actively developing and promoting tourism in Jordan.

During the first year, the project team will draft a performance monitoring plan (PMP), identifying key indicators, data sources, specifying the data collection process, targets and allocating responsibility for data acquisition and for analysis and reporting of performance monitoring information. The team will meet with USAID staff and stakeholders to develop a project results framework that will inform work-plan updates and selection of indicators for the M&E system. SIYAHA will propose an M&E system that will measure project impact, activities, and progress, as well as support USAID's internal reporting needs by providing input to the mission's strategic objective and intermediate result indicators.

SIYAHA will engage project stakeholders in the formation of performance indicators and subsequent performance reviews. The project will vet the performance-monitoring plan with USAID and partners. Once that is completed SIYAHA will then work with USAID and partners to establish baselines and targets for the indicators. The M&E system will be the key information sources for quarterly and annual project reports. The development of the project M&E system will be directed by the Chemonics M&E specialist, component leaders, and Chief of Party Ibrahim Osta.

Gender issues will be addressed during project implementation and capacity building efforts by ensuring the participation of women in overseas and in-country training events, workshops, seminars, and field activities. Through the work of project staff, SIYAHA will solicit ideas and involvement for maximizing gender empowerment and programs from stakeholders.

### ***5220 Grants Program***

Based on experience from AMIR, a new grants manual was drafted and submitted to USAID for approval during the first 45 days of the program in order to enable rapid solicitation and approval of grants. Having received approval, SIYAHA will use different types of grants as development tools. Whenever possible, grants will be linked to capacity building. The USAID grants management system has been successfully implemented by Chemonics in 26 countries, including Jordan. There are five primary tasks under the grants component:

*Task 1. Set up grant mechanisms and procedures with USAID approval*

During the first 45 days of start-up, SIYAHA finalized and submitted to USAID for approval the design for the grants program, including strategic direction, grant-making criteria and processes, and administrative systems. The manual was submitted to USAID for approval before beginning the solicitation process and has since been approved. The rapid preparation of the manual is designed to facilitate the initiation of the grants program at the earliest possible date.

*Task 2. Publicize*

SIYAHA will actively market the grants component to targeted, eligible grantees. Methods include e-mail, direct mailings, public fora, the print and broadcast media, and word-of-mouth to reach the largest possible grantee audience. Based on the requirements of the grants manual, the project will look for applicant organizations that are able to serve the overall purpose of the grants program – to develop and broaden the dynamic, private-sector led sustainable tourism economy consistent with the country’s culture of hospitality.

*Task 3. Issue solicitations*

SIYAHA proposes to issue two kinds of solicitations: requests for applications (RFA) for issue-specific grants and discrete programs, and an annual program statement (APS) directed at organizations seeking small grants or funding for programs that lead to fulfilling the goals of SIYAHA. While the RFA is tied to a specific submission date and a formal review process, the APS will open the funding window to permit a more fluid process for organizations requiring a rapid response based on their specific needs and time preference.

*Task 4. Workshops*

To make the grants process as equitable and transparent as possible, SIYAHA will conduct a series of workshops for applicant organizations and/or beneficiaries that will guide them through the purpose of the grants program and the application process. For those applicants who receive grants, additional training will be provided on financial management and reporting.

*Task.5. Evaluate applications*

SIYAHA will use a grant management system that matches organizations’ capacity and need with an appropriate grant type.

Grants activities that will be set up in Year 1:

- Grant-management database
- Drafting and advertisement of the APS
- Issuance and distribution of RFAs
- Workshop for applicants
- Receipt and acknowledgement of applications
- Screening and reviewing/evaluating applications and notification to unsuccessful applicants

- Contractor review/evaluation and report
- Reviewing/evaluation/short-listing
- Notification of short-listing
- Conduct of pre-award organizational assessments and pre-award evaluations
- Technical discussions/negotiations and submission of revised applications/addenda to original applications
- Analysis of applications
- Grant approval by USAID and award of the grants
- Follow-up technical assistance
- Post-award administration of the grants

A SAF Manual will be drafted to govern the needs of issuing funds under the SAF.

### ***5230 Preparation of a Training Plan***

To build on previous assessments of the training needs and providers, SIYAHA will prepare a long term training plan. The plan will also be used by Chemonics to identify further training modules that can be delivered in the second and third year of this project. While the planning will look at all training needs, a focus will be placed on meeting the needs of new tour products including rural tourism, ecotourism, educational travel, adventure tourism, and cultural heritage tourism.

The plan will include but not be limited to the following:

- Project training goals and objectives
- Priority training requirements by year and by training module
- Trainer/educator, train-the-trainer, and facilitator requirements
- Participation of the private sector and in-house training
- Strategically-planned study tours
- Implementation schedule and cost estimates

### ***5250 Reporting Plan***

Accurate, detailed, and descriptive reports are an integral part of the monitoring process. The Chemonics team will produce the following performance reports during implementation:

<b>Reports</b>	
<b>First Annual Work Plan</b>	Chemonics will submit a Year 1 work plan during the fourth quarter of 2006. The work plan will lay the groundwork for program activities during the first program fiscal year. The chief of party will lead the work plan preparation, with assistance from other team members. The work plan will be updated as frequently as necessary, but at least every quarter after the original submission date. The first annual work plan will include selection criteria, recommendations for a capacity-building system, and a plan for institutional strengthening based on an in-depth needs assessment.
<b>Quarterly Reports</b>	Each quarter a report (in hard copy and CD-format) will be submitted to USAID. The report contains information on each component, including: key accomplishments, activities that took place during the reporting period and that are planned for the next quarter, problems encountered and proposed remedial actions, training events and activities, and program staff/mobilization, in addition to results indicators due during the respective periods.

<b>Financial Reports</b>	Financial reports will be submitted quarterly in a format acceptable to USAID.
<b>Audit Reports</b>	An auditing firm will be hired and the second annual work plan will include an audit plan for grants over \$100,000.

### ***Public Awareness Campaign***

SIYAHA will prepare a communication strategy based on the new USAID branding regulations. A communications program aimed at maximizing stakeholder engagement in the program and utilization of its services and grants will be implemented. The project will incorporate a range of communication methods, materials and programs to convey project successes, themes, and work. Different methodologies will be incorporated depending upon the audience. SIYAHA will work with a skilled communication specialist to develop a strategy and methodologies.

### ***5240 Develop Project Web Site***

The project web site is considered an essential component in the distribution of project services and related information to all stakeholders in Jordan and worldwide. The site architecture will be developed by a local firm and maintained by in-house staff with external support. It will be updated on (at least) a monthly basis and will include:

- Description of program services and components
- Requests for proposals and requests for applications
- The grants program, Grants Beneficiary Handbook and grant applications
- Annual Program Statement
- Press releases
- A monitoring and evaluation function that allows grantees and other stakeholders to enter their information feeding into the PMP
- A data capture system that allows interested parties to enter their email for newsletters

The web site will be launched in the first quarter of 2006.

### ***Product Familiarization Tour***

Program staff, USAID, and key local partners will travel to various parts of Jordan to inspect the diverse Jordanian product, assess opportunities and weaknesses that require SIYAHA support, and engage with local stakeholders for community-based tourism development. These activities will begin in November.

## **5260 Initial Program Activities and General Administrative Support**

### ***5261 Subcontract Development***

The Chemonics consortium for SIYAHA consists of Chemonics International Inc., prime contractor, and five subcontractors who provide specialized technical expertise. Almost immediately after task order award, Chemonics authorized these sub-contractors to incur costs in the provision of technical assistance, training, and commodities. Simultaneously,

Chemonics is developing subcontract templates and negotiating the subcontracts. Chemonics will obtain consent as necessary for the subcontracts from USAID and sign the subcontracts.

### ***5262 Internal Policy and Procedure Manual Development***

Based on experience from AMIR, the project has created the SIYAHA Internal Policies and Procedure Manual in accordance to USAID regulations, and local Jordanian law.

### ***Staff Training***

A variety of training for SIYAHA staff will be conducted under this section. New staff will be educated on SIYAHA systems and procedures, including the MM&E system, filing and emails, and procurements. Additionally, a workshop was held in October to train relevant staff on contract requirements, the Standard Operating Policy Manual, administrative procedures, which will increase the efficiency of staff in carrying out their project responsibilities.

### **Project Office Setup Activities**

Annex B presents the procurement plan for 2005 project activities. Non-expendable equipment, materials and software to be purchased in 2005-2006 in accordance with USAID procurement procedures are listed below.

### ***Office Space***

Short-term consultant, Fakhry Nustas, assessed SIYAHA office space needs, location, and security requirements and then identified suitable premises to accommodate the increased size and complexity of the project. It is anticipated that the project will move into office space in the west Amman area by December 2005. A lease has been negotiated.

### ***Office Make-Ready***

It is anticipated that make-ready work will be necessary in order for the space to be fully functional and professional in appearance in the newly leased office space. The project expects that some internal rearrangement, wiring, cleaning, painting, and/or other construction may be required, and will utilize the allocated amount in the budget. Coupled with the real estate boom is a construction boom caused by an influx of regional investment into Jordan. SIYAHA's market assessment has revealed that the construction boom has raised the prices of building materials and labor, which will likely require the project to assume a higher cost on office make-ready. Should such a cost exceed the budgeted amount, the project anticipates staying within the overall budget from savings in other contract line items.

### ***Office equipment***

During the start-up phase office furniture will be purchased from the U.S. This included desks and chairs to accommodate long-term team members as well as visiting short-term consultants, file cabinets, book shelves and a boardroom table. Also included in this procurement category is a fax machine and integrated digital printer/photocopier.

### ***Computers and Software***

Most of the project laptops have been procured. USAID concurrence on AMIR disposition of 17 desktops to the SIYAHA project has been granted. A local computer network will be set up in the office to facilitate communication and sharing of information.

### ***Vehicles***

In order to facilitate transport of both long-term and short-term team members, as well as MOTA counterparts travel to rural areas for program work, the project will purchase two vehicles; a mini-van, as well as an SUV. If necessary, additional project vehicles will be leased to ensure sufficient resources for regular travel around Amman and throughout the regions.

### ***Miscellaneous Equipment***

The program expects to purchase a digital camera, a video camera, and a scanner. The cameras will be used to promote the program and communicate via image the sites and events envisioned in the work plan. The scanner will facilitate transmission of .pdf documents available only in hard-copy to MOTA, USAID, and the Chemonics home office.

## **Financial Management**

### ***Bank Relations***

SIYAHA opened a bank account for the program with CitiBank. To ensure that grant funds are not commingled with general program funds, a bank account for the grants was opened with Standard Chartered Bank, and a new signatory list has been established for SIYAHA.

### ***Budget Formatting***

The field office budget will be initially developed and maintained in conjunction with the home office budget monitor. The staff has already populated 75% of the necessary fields to use the MM&E system.

### ***Accounting Support***

Chemonics' field accountant, John Shin, came to Amman in September to establish SIYAHA field office accounting procedures, ensuring that the accounting practices used are in accordance with Chemonics' standard practices and policies as well as with USAID regulations. He will work closely with the Accountant to provide training and guidance on these procedures.

**Annex A: Year 1 Budget and Variance**

Category		Year 1	Year 1	Year 1	Variance
		Work Plan	Original Budget Aug 16 - Sept 30, 2005	Original Budget	
I.	Labor				
	A. U.S. Long-term Expatriate	\$801,344	\$791,589	\$699,354	-\$9,755
	B. Short-term Expatriate	\$1,280,544	\$779,396	\$725,812	-\$501,148
	C. Home Office Support	\$103,549	\$126,058	\$110,874	\$22,509
	D. Third Country Nationals	\$308,339	\$473,697	\$454,788	\$165,358
	E. Long-term Local Professional	\$259,269	\$364,134	\$318,132	\$104,865
	F. Short-term Local Professional	\$373,324	\$149,400	\$129,800	-\$223,924
	G. Multiplier	\$1,072,662	\$1,125,444	\$1,029,100	\$52,782
	Total Labor	\$4,199,030	\$3,809,718	\$3,467,860	\$389,312
II.	Materials				
	A. Support Salaries and TCN & CCN Fringe	\$276,371	\$305,487	\$265,625	\$29,116
	B. Travel & Transportation	\$130,631	\$143,598	\$143,598	\$12,967
	C. Allowances	\$390,109	\$421,250	\$290,077	\$31,141
	D. Other Direct Costs	\$454,160	\$312,406	\$267,361	-\$217,754

Annual Work Plan

E.	Equipment, Vehicles & Freight	\$187,616	\$183,088	\$183,088	-\$4,528
F.	Training	\$147,593	\$234,218	\$234,218	\$86,625
G.	Grants	\$523,688	\$500,000	\$500,000	-\$23,688
H.	Subcontractor Materials	\$454,102	\$561,963	\$467,381	\$107,861
i.	PA Consulting International Development Ireland	\$65,690	\$96,876	\$93,167	\$31,186
ii.	Inc.	\$104,979	\$201,048	\$193,595	\$96,069
iii.	IBLaw (Fixed Price)	\$136,021	\$104,220	\$104,220	-\$31,801
iv.	Al Jidara	\$51,018	\$111,319	\$27,899	\$60,301
v.	ICMD	\$550	\$0	\$33,500	-\$550
vi.	DevIS (Fixed Price)	\$33,500	\$33,500	\$15,000	\$0
vii.	Subcontractors, TBD	\$62,344	\$15,000	\$0	-\$47,344
I.	General & Administrative	\$150,919	\$161,199	\$127,775	\$6,480
J.	Special Activities Fund	\$0	\$203,701	\$203,701	\$203,701
Total Materials		\$2,715,188	\$3,026,910	\$2,682,824	-\$112,164
<b>Grand Total</b>		<b>\$6,914,218</b>	\$6,836,628	\$6,150,684	<b>\$157,390</b>



The year work plan budget presented above is for period from August 11, 2005 – September 30, 2006.

*Salaries.* Salaries are budgeted for all the long-term staff: expatriate, third country nationals, local professionals, and local support staff through September 30, 2006.

*Post differential.* This budget reflects a reduction in post differential from ten percent to five percent for all the long-term expatriates and third country nationals.

*Danger Pay.* This budget includes danger pay at the current State Department rate for Amman, Jordan of fifteen percent for all long- and short-term expatriate travelers, as well as for Joseph Ruddy, the long-term third country national.

*Project Website.* This budget includes \$30,000 to develop the project website.

*Familiarization Tour.* This budget includes \$10,000 for the familiarization tour. This amount is for program staff, USAID, and key local partners to travel to various parts of Jordan to inspect the diverse Jordanian product, assess opportunities and weaknesses that require SIYAHA support, and engage with local stakeholders for community-based tourism development.

*Office Make Ready.* This budget includes \$50,000 vs. \$10,000 to build out our new office space.

**Annex B**

Cost category	Year 1		
	Unit	Rate	Total
<b>I. Computer Equipment and Software</b>			
Laptop Computers	9	\$ 2,600	\$ 23,400
Back-up HB (External	1	\$ 500	\$ 500
Server	0	\$ 10,000	\$ -
Server UPS	1	\$ 700	\$ 700
Router/Firewall	0	\$ 1,500	\$ -
Back-up Tape Media	25	\$ 50	\$ 1,250
Network Switch (24-port)	2	\$ 400	\$ 800
Desktop PCs	0	\$ 1,500	\$ -
Desktop UPS	15	\$ 200	\$ 3,000
Laserjet Printer	2	\$ 1,200	\$ 2,400
Color Laser Printer	1	\$ 1,500	\$ 1,500
Network Cables	35	\$ 7	\$ 245
Wireless Access Point	1	\$ 100	\$ 100
QuickBooks Pro Accounting Software	1	\$ 220	\$ 220
Microsoft Project	1	\$ 500	\$ 500
Groove Virtual Office	15	\$ 120	\$ 1,800
Adobe Acrobat Standard	1	\$ 280	\$ 280
Other desktop/laptop software	16	\$ 100	\$ 1,600
Cabling	1	\$ 7,000	\$ 7,000
Equipment Upgrade	0	\$ 5,000	\$ -
<b>Subtotal, Computer Equipment and Software</b>		\$	<b>45,295</b>
<b>II. Office Equipment</b>			
Phone system	1	\$ 7,500	\$ 7,500
Cell Phones	6	\$ 100	\$ 600
Satellite Phone	1	\$ 850	\$ 850
Answering Machine	1	\$ 5,000	\$ 5,000
Fax Machine	1	\$ 1,130	\$ 1,130
Photocopy Machines (high capacity)	1	\$ 13,000	\$ 13,000
Photocopy Machines (low capacity)	2	\$ 5,000	\$ 10,000
LCD Computer Projector	1	\$ 3,500	\$ 3,500
Overhead Projector & bulb	2	\$ 300	\$ 600
Projection Screen	2	\$ 120	\$ 240
Flipchart Easel	2	\$ 100	\$ 200
Generators	1	\$ 1,410	\$ 1,410
Safe	2	\$ 290	\$ 580
Petty Cash Box	1	\$ 20	\$ 20
<b>Subtotal, Office Equipment</b>		\$	<b>44,630</b>
<b>III. Office Furniture</b>			
Desks	22	\$ 600	\$ 13,200
Reception Desk	1	\$ 700	\$ 700
Chairs	22	\$ 75	\$ 1,650
Guest chairs	22	\$ 75	\$ 1,650

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Bookcase	22	\$ 125	\$ 2,750
Conference room table/chairs	1	\$ 1,500	\$ 1,500
Computer Table	22	\$ 100	\$ 2,200
Supply cabinet w/locks	3	\$ 200	\$ 600
Partitions	6	\$ 200	\$ 1,200
Filing Cabinets	22	\$ 150	\$ 3,300
Other	1	\$ 3,000	\$ 3,000
Subtotal, Office Furniture			\$ 31,750
IV. Project Vehicles			
SUV	1	\$ 25,000	\$ 25,000
Sedan	1	\$ 20,000	\$ 20,000
Subtotal, Vehicles			\$ 45,000
<b>Grand Total</b>			<b>\$ 180,168</b>

## **Annex C**

### Gantt Charts

**Annex D**

Workplan presentation